

MINISTRY OF  
TRANSPORT AND CIVIL AVIATION

PARKING SURVEY  
OF INNER LONDON

*INTERIM REPORT*

September, 1956

LONDON: HER MAJESTY'S STATIONERY OFFICE  
1956



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# PARKING SURVEY OF INNER LONDON

## A: The Problem

### I Introduction

1. The Minister of Transport and Civil Aviation announced to Parliament on 21st March, 1956, that he had asked a small committee to undertake a completely new survey of the parking position in Inner London. The members of the Committee asked to undertake this survey were as follows:

Mr. A. SAMUEL, C.B.E., A.M.I.Mech.E., M.Inst.T. (Chairman),

Chairman of the London and Home Counties Traffic Advisory Committee.

Mr. D. F. ALLEN,

Assistant Secretary, Road Traffic Division, Ministry of Transport and Civil Aviation.

Mr. J. CLAY, B.Sc., A.M.I.C.E., M.I.Mun.E., A.M.T.P.L.,

Borough Engineer and Surveyor, Camberwell Metropolitan Borough Council.

Mr. F. J. FORTY, O.B.E., B.Sc., M.Inst.C.E., F.R.Soc.I., M.I.Mun.E.,

City Engineer, City of London.

Mr. A. W. HOGG, B.Sc., A.M.I.C.E., M.I.Mun.E.,

City Engineer and Surveyor, City of Westminster.

Mr. C. E. HOLLINGBURY, M.Eng., A.M.I.C.E.,

Divisional Road Engineer for the Metropolitan Division.

Commander W. C. NORTHCOTT, R.N.R. (Ret.), R.D., D.L., J.P.,

Treasurer of the Metropolitan Boroughs' Standing Joint Committee.

Mr. NORMAN PRICHARD, M.Sc., J.P.,

Chairman of the Metropolitan Boroughs' Standing Joint Committee and Member of London County Council.

Mr. J. SIMPSON, O.B.E.,

Assistant Commissioner of the Metropolitan Police in charge of Traffic.

Colonel A. E. YOUNG, C.M.G.,

Commissioner of Police for the City of London.

Secretary: P. E. LAZARUS.

2. In 1951 the London and Home Counties Traffic Advisory Committee issued a report "London Traffic Congestion" in which they put forward what they considered to be the main causes of traffic congestion. These were as follows:

- (i) Insufficient road space to carry the volume of present day traffic.
- (ii) The multiplicity of intersections, coupled with a narrowing of the carriageway and right turning movements at a number of the most important intersections.
- (iii) Vehicles waiting in the streets, either at the kerb or in the centre of the carriageway, otherwise than at authorised parking places. The adverse effect on traffic flow is particularly serious when vehicles are left standing in the vicinity of signal-controlled intersections.
- (iv) The inadequacy of off-street parking facilities for private cars, coaches engaged on private hire work, and commercial vehicles.

3. As a result of this report, which concentrated largely on the problems caused by waiting vehicles, a special Working Party was set up which produced the Report on Car Parking in the Inner Area of London in 1953. The Working Party conducted in 1953 a census of parked vehicles which is referred to again later in this Report. The Working Party recommended the adoption of a plan consisting of three interdependent elements:

- (a) construction of garages below and above ground;
- (b) introduction of parking meters; and

(c) a new and balanced system of waiting regulations.

4. In pursuance of these recommendations, consultants were appointed by the then Minister to prepare schemes for car parks under Grosvenor Square, Cavendish Square and Finsbury Square, but the Government subsequently decided that, in view of the cost and of the damage to amenities, they did not feel able to recommend these schemes either to the local authorities, who are the bodies responsible for providing parking facilities, or to private enterprise.

5. The Minister made it clear to us and to Parliament that the survey he now had in mind was intended to bring up-to-date the Report of the Working Party on Car Parking in the Inner Area of London, but was to be based on somewhat different premises. The terms of reference were to be as follows:

*I. The area to be covered should be that surveyed in the 1953 Report.\**

*II. Within this area the task is to survey all streets, squares, mews, etc., and indicate those*

- (i) in which no parking should be allowed at all;
- (ii) in which a reasonable period of parking should be allowed, to be regulated by parking meters, so as to cater for the genuine needs of those who have to use their cars during the day; the days and hours of operation of these parking places should be carefully defined;
- (iii) in which long-term (all-day) parking might be permitted at a relatively high price.

\* Illustrated at Appendix 3.

If in the course of this survey it is found that a case is made out for a limited degree of parking free of charge on any streets, recommendations to this effect should be made. In all cases where recommendations are made for permitted parking the maximum period or periods for which it should be allowed should be clearly defined.

III. It is most important that the motorist should be left in no doubt as to where he can or cannot park, and recommendations should be made as to the methods of signposting by which motorists should be told the limits of the special zone and the places within it at which parking is, or is not, allowed.

IV. The pattern of existing restrictions should not be regarded as binding in connection with this survey; in particular existing legal differences between street parking places and unilaterally waiting streets should be disregarded for purposes of the survey. A realistic view should be taken of where cars do, in fact, park today for long periods without serious detriment to traffic flow, and in general in considering the availability of any given street or area for parking the needs of through traffic should be given high priority. The overriding need for a coherent parking plan may well involve some degree of interference with existing restrictions in regard to access.

V. Where streets are scheduled as prohibited streets (paragraph II (i) above) recommendations should be made as to any special measures necessary to regulate exemptions for loading and unloading, collection and delivery, picking up and setting down, etc., and as to any alterations necessary to existing bus stops and taxi ranks.

VI. Based on information derived from the survey referred to above estimates are required of

- (i) the total number of cars which could be accommodated at parking places recognised under the survey at any one time in the area under reference in streets, squares, etc., designated under paragraph II (ii) and (iii) above;
- (ii) the total number of cars which could be accommodated in public off-street parking places or garages; and
- (iii) the number of cars which would be displaced if the recommendations arising from the survey were adopted and rigorously enforced.

VII. The survey should be based on the existing pattern of one-way streets and prohibited turns in the central area, but there is no objection to recommendations for changes in this pattern if such a course were thought to be reasonable and would enable increased accommodation for parking to be provided.

6. At the same time the Minister informed the Chairman of the Committee that he regarded the

problem of parking in the Inner Area of London as requiring urgent attention, and that he hoped to have the survey in time to enable him to take it fully into account in deciding what use to make of the additional powers to be conferred on him under the Road Traffic Bill, now the Road Traffic Act, 1956. He asked, therefore, to have a report within six months, that is by the end of September. He also suggested that if it was impossible within the time to complete the survey, as an interim report he might receive "an intensive scheme" dealing with a smaller area than contemplated in the terms of reference. He expressed the hope that at a later stage the Committee might be able to indicate areas round the periphery of the Inner Area where motorists might be authorised to park, if they could not find accommodation within it. The main consideration, which was of paramount importance, was to ensure that traffic could move freely and that the increasing congestion in the streets should be reduced by the introduction of a scheme of controlled parking.

7. In launching the survey the Minister left no doubt of his opinion that none of the plans the Committee might suggest would be of any value unless they were to be adequately enforced. Following talks between himself and the Home Secretary, he gave the Committee the assurance that, whatever schemes are finally adopted in the light of its recommendations, they will be enforced to the greatest possible extent.

8. The Committee set to work in March and regular meetings both of it and of a technical sub-committee have continued up to the present month of September. During August some members of the Committee visited Canada to see for themselves the operation of parking meter schemes, particularly those where enforcement is the responsibility of the local authority. It has been possible in these six months, with the co-operation of the local authorities within the Inner Area, to make substantial progress. The Committee have, however, been examining entirely new methods and their task has been a delicate and controversial one. We cannot claim to have completed the task within the six months, but we have been able to complete our counts of the parking which takes place in the Inner Area and now present in this interim report to the Minister both "an intensive scheme" as regards three sample areas, and the outline of a scheme as regards the rest of the defined Inner Area. We have discussed at length the main principles on which parking meters should operate in the Inner Area of London and we record our conclusions. Finally we express our views on what we believe to be the key to the whole situation, the practicability of enforcement of any measures adopted.

## II Volume of Demand

9. The first task before the Committee was to assess the amount of parking which takes place in the Inner Area of London today and the extent to which parking is for long or short periods. The Committee felt it essential to find out to what extent the figures of parking given on pages 5 and 6 of the 1953 Report, which represented the position in 1951, needed to be amended. Information in the hands of the Committee confirmed the impressions of the ordinary observer that the amount of parking had in the meantime substantially increased except where in 1951 saturation had already been reached.

10. For example, the Road Research Laboratory surveyed, both in September, 1951, and September, 1955, an area of central London slightly larger than that surveyed for the Working Party in 1951. These surveys showed that, between the hours of 11 a.m. and 3 p.m., there was an increase of 68% in parking. The density of parking had risen to 6,300 vehicles per square mile in 1955 with densities exceeding 12,000 vehicles per square mile in Mayfair. In 1955 approximately 42,700 vehicles (excluding cycles) were counted standing in places normally accessible to the general public without payment as against some 25,400 in

1951; at the 1955 count, less than one in five of the vehicles was commercial.

11. The Westminster City Council have for some years made their own counts twice a year of the numbers of unattended private cars parked in the streets at any one time in the City of Westminster, excluding the Royal Parks. The graph (Appendix I), shows an almost steady rise from 7,352 in October, 1949, to 18,152 in November, 1955.

12. The Committee accordingly had further surveys made during May and June, 1956, of the six square miles of central London which was surveyed for the Working Party in 1951. Between 3 p.m. and 4 p.m. on 16th and 17th May, counts were made by all the boroughs concerned of the amount of parking, both on and off street, in the whole Inner Area. The results of these counts were as follows:

*A. Standing ON the Carriageways*

(1) Unattended private cars and motor-cycles with sidecars	39,059
(2) Unattended motor-cycles (including all cycles with licences)	3,867
Total	42,926

*B. Standing OFF the Carriageways*

(1) Cars in bombed sites	2,864
(4) Motor-cycles in bombed sites	279
(5) Cars in other parking places	1,305
(6) Motor-cycles in other parking places	43
Total	4,491

*C. In garages*

(7) Cars in garages	4,782
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13. These figures indicate that the number of cars parked at any one time on an ordinary summer day in the Inner Area of London is in the order of 48,000. Of these only 9,000 cars or 18% are parked off the highway, but this figure takes no account of private parking in courtyards or office buildings, which there is no means of assessing. The comparable figures for 1951 were in the order of 32,000, of which 7,000 or 23% were parked off the highway. The amount of available garage accommodation has decreased by some 400 spaces since 1951 (7,761 car spaces in 1951 and 7,373 in 1956) but the usage has increased from 59% of the capacity in 1951 to 65% of that available in 1956. Similar comparisons are not possible for the bombed sites although it is known that the number of car spaces available in them has declined. In spite of this the number of cars parked in them rose from 2,601 to 2,864.

14. These figures indicate the scale of the parking problem in Inner London today and the extent to which it has grown in the last five years. They also underline the fact that no progress has been made in these years towards the provision of public parking places off the highway, which alone can offer a really satisfactory cure to a deteriorating situation. It is probable that figures for private off-street parking capacity, if available, would show an increase as a result of the use of planning powers by the planning authorities in London, but the Committee consider that they should once again draw the Minister's attention to the complete inadequacy of public off-

street parking facilities in London. It has been reported to the Committee that in some North American cities as much as 20% of the whole superficial area of the central business districts has been given up to parking. We would not suggest that off-street parking facilities should be provided on that scale in London, but it is our firm conclusion that most of the measures relating to parking on the street or its prohibition must be regarded primarily as an emergency operation until, assisted by the accumulation of revenue from parking meters, this ever-growing problem can be tackled in the only proper way by provision of parking garages and other off-street parking facilities.

15. There will always be a need for some parking on the streets for short term purposes, and where this can be allowed and the demand exceeds the supply, some means must be provided of regulating it. We have, therefore, tried to estimate the extent to which the current demand for parking in the Inner Area is for short or long term parking. It was considered that a complete duration count of parking throughout the Inner Area, as was conducted in 1951, would be impracticable in the time available, and a sampling method was therefore adopted. A selection of the squares into which the area was divided in 1951 for the purpose was surveyed in detail during June, 1956.

16. This survey again confirmed the considerable increase in parking which has taken place since 1951. The peak hour was again from 1.30 p.m. to 2.30 p.m. and during this hour it is estimated from the sample that nearly 40,000 cars were parked in the six square miles of the area giving a density of 6,700 parked vehicles per square mile. In the Mayfair area, which was included in the sample, the density was 12,000 vehicles per square mile. On the 210 miles of streets in the survey area there was an average of 190 cars parked per mile of street. The Road Research Laboratory, in their survey of 1955, reported densities as high as 300-400 per mile of street in the West End, which allowing for "No Waiting" streets and unusable kerb space near intersections, pedestrian crossings and yard entrances, is very near the absolute maximum of 528 vehicles per mile allowing 20 ft. per vehicle and using both sides of the street. They also reported that in the most congested areas of the West End the increase in parking was 44% between 1951 and 1953 but only a further 16% between 1953 and 1955, owing to lack of further kerb space.

17. The 1956 sample survey showed that there were 57% more vehicles parked during the peak hour than there were in 1951. The comparable figures for each hour of the day are as follows:

Hour of count	Vehicles parked		Percentage increase
	1951	1956	
9.30 a.m.-10.30 a.m.	19,343	29,400	52
10.30 a.m.-11.30 a.m.	23,353	35,400	53
11.30 a.m.-12.30 p.m.	23,946	36,900	53
12.30 p.m.- 1.30 p.m.	24,432	37,000	52
1.30 p.m.- 2.30 p.m.	26,793	39,100	57
2.30 p.m.- 3.30 p.m.	23,580	36,800	62
3.30 p.m.- 4.30 p.m.	23,631	35,800	52
4.30 p.m.- 5.30 p.m.	21,235	33,900	59
<i>Average</i>	23,669	35,760	55

18. Of the vehicles parked at any one time, approximately two-thirds were parked for over two hours and nearly one-half for over four hours. In 1951, 58% of the vehicles at any time were parked for over two hours so that there appears to have been a somewhat larger increase in the number of long term parkers than in the short term parkers. During the peak hour the number of vehicles parked for over four hours was 50% in 1956 compared with 45% in 1951. The survey also showed a slightly smaller proportion of vehicles parked for under one hour than in 1951 (22% in 1951 and 21% in 1956). The actual difference is probably greater since the 1951 survey was taken at hourly intervals and would thus have missed some vehicles parked for less than one hour which would have been recorded in the 1956 survey which was taken at half-hourly intervals.

19. An analysis of the sample duration survey is given in Appendix 2. The following is a summary of the main conclusions which may be drawn from it:

- (i) Between 10.30 a.m. and 5 p.m. the number of cars parked at any one time varied by only  $\pm 6\%$  from the average. The peak hour was from 1.30 p.m. to 2.30 p.m. but the number of cars parked during the next highest hour, 2.30 p.m. to 3.30 p.m. was only slightly less. Assuming, as is probable, that many areas are saturated during the peak hour, kerb space where parking is permitted or tolerated at present was never less than 87% full during the hours 10.30 a.m. to 5 p.m. and was at least 70% full from 9.30 a.m. to 6 p.m.
- (ii) 66% of all vehicles parked during the peak hour stayed for more than 2 hours, 30% stayed for more than 4 hours, and 32% for more than 6 hours.
- (iii) The disproportionate amount of kerb space taken up by long term parking and also the enormous demand for short term parking is illustrated by the fact that between 8.30 a.m. and 6.30 p.m. over 100,000 vehicles parked in the area for periods of less than 2 hours and more than 75,000 of these parked for less than 1 hour.
- (iv) More cars (35%) parked for half-an-hour or less than for any other period. Rather more were parked between 1 and 2 hours than between half-an-hour and 1 hour. Of all the cars observed 30% were parked for more than 2 hours, 16% for more than 4 hours and 10% for more than 6 hours. Parking for more than 6 hours was in fact rather more common than parking from 4 to 6 hours.
- (v) During the peak hour the number of cars parked for more than 2 hours increased from about 16,000 in 1951 to 28,500 in 1956.
- (vi) Comparison with the 1951 survey indicates that there has been a 56% increase in the number of parked cars and that long term parking has increased to a rather greater extent than short term parking.

(vii) The total area covered by the 1951 report is rather larger than that for which duration counts were taken. The count made in May, 1956, of the total number of cars was made in the larger area, and the figure compares directly with the 1951 figure. The sample duration counts similarly compare directly with the duration counts taken in 1951. The method of sampling was chosen for the Committee by the Road Research Laboratory. It is not practicable to compare directly the totals of cars parked as determined by the one method and the other as the areas covered are not identical. For what it is worth the sample duration count would indicate a total of 38,000 standing cars and motor-cycles between 3 p.m. and 4 p.m. while the figure for the somewhat larger area of the total count was 43,000.

20. We conclude that it would be a mistake to consider that the demand for even short-term parking in central London can ever be adequately met by street parking, however well organised and controlled. The demand for parking space in the centre of a town of the size and character of London, even for short periods, is likely to be so great that, as in American cities, the bulk of it must be met by the provision of parking garages and other off-street parking facilities.

21. We do not consider that we should enlarge on this subject or enter into the controversial field of the cost of parking garages and by whom that cost should be paid in excess of any contribution from parking meter revenue. With the statistics before us of past and present parking demand, however, we are convinced that any system of controlled street parking cannot by itself cure the current parking problem or provide a complete solution to the general traffic difficulties in the central area. We would go further and say that, should the use of the motor-car penetrate as deeply into British life as it already has into American, and should there continue to be no control over the access of vehicles to the central area of London, then unless, among other things, provision is made for parking by the construction of parking garages, both for long and short term parking, congestion is likely to ensue in this central area to an extent which would both seriously affect the value of property and gravely hamper the citizens in their daily lives.

22. It is our firm conviction that the control of street parking should be regarded as only one facet of the overall measures needed to promote the free flow of traffic in central London. Other necessary measures, in our opinion, include the provision of public parking garages to an appropriate scale, the provision under planning controls of off-street parking where it can suitably be incorporated in new public and private building development and road improvements necessary to deal with the anticipated future increase in the traffic flow. That, however, goes far beyond our scope.

## B: The Plan

### III Parking Scheme

23. The Committee early came to the conclusion that it would be impossible, and indeed unnecessary, within the six months available to them to work out a completely detailed scheme of where parking could and could not be accepted in the whole of Inner London. They therefore first prepared an outline plan (Appendix 3) showing for Inner London as a whole the roads which, in the Committee's opinion, should be reserved as main through routes and those which should be used as secondary through routes, leaving the remainder which could be used to a greater or lesser extent for parking.

24. In addition to giving a general indication of the pattern which a complete parking scheme in Inner London might take, the plan enables a rough estimate to be made of the total amount of parking in Inner London which the Committee consider practicable, and hence of the number of cars at present parked there which will have to be displaced.

25. It has in fact been calculated that no less than about 20,000 cars or about half of all the cars at present parked in Inner London at the peak hour will have to be displaced if the parking meter system is to be applied consistently to the whole of Inner London. We return to the subject of what is to be done with these vehicles later in this report (paragraphs 67-68).

26. In this connection, the Committee cannot too strongly emphasise that the amount of parking which can be accepted on the streets in Inner London is a maximum figure, and that no amount of additional pressure to find parking space, as more cars come on the road and more workers seek to travel by car, will add to it. New highways, such as the new Route 11 in the City, part of which is to be constructed between Aldersgate and Moorgate, will add to road space, but the Committee are firmly of the opinion that new and improved roads which are built at considerable public expense for moving traffic must not be allowed, as has already happened on the Victoria Embankment, to become new parking places. Thus whatever is done in fulfilment of the new concept of parking included in our terms of reference will determine once and for all the maximum amount of parking on the existing highways in Inner London; indeed, redevelopment and the growth of traffic may lead to a reduction in the space available.

27. The scheme which we have indicated in outline could not be put into effect overnight. Not only must the procedure laid down in the Road Traffic Act be carried out, a task which is bound to take some time, but it is clear that experience with the use of parking meters in the places where some remedy is most urgently needed is bound to precede their extension to the area as a whole. If the scheme is successful, however, the general pattern prepared in the outline scheme will, so it seems to the Committee, be the inevitable outcome in the long run.

28. The Committee decided that the time at their disposal would necessarily limit the extent to which

they could work out a completely detailed scheme indicating where parking could and could not be permitted to a comparatively small part of Inner London.

29. The sample areas in which the Committee decided to concentrate their efforts were three, one in Mayfair and two in the City of London. Their choice of these areas was to some extent influenced by the presence on the Committee of the City Engineers of the City of Westminster and the City of London, as well as representatives of both Police Forces concerned; as in both areas the parking demand is as high as anywhere in London, they seemed convenient starting points and they presented quite distinct problems.

30. The Committee were from the start conscious that this represented merely an exercise to show the kind of way in which the parking problem might be tackled to meet the Minister's requirements. The Road Traffic Act, 1956, lays down in great detail the procedure to be followed by local authorities before any scheme of parking meters can be made by order. There are long established procedures for authorising any parking restrictions or parking places under the London Traffic Act, 1924. The Committee could not circumvent these procedures or arrogate to themselves the functions of either local authorities or of the London and Home Counties Traffic Advisory Committee. They conceived their function, therefore, as to provide for the Minister and for interested authorities an illustration of the way in which, in their opinion, the parking meter system set out in the Act could most effectively be launched in Inner London. It must rest with the local authorities to initiate actual schemes on the lines laid down or, as provided in the Act, if schemes are not forthcoming, with the Minister in exercise of his default powers, but only as a measure of experiment or demonstration.

31. In submitting detailed schemes in relation to Mayfair and the City, the Committee consider it necessary to emphasise that in neither case is the Council concerned directly or by implication committed to endorsement of the schemes. These have been prepared by the Committee with the co-operation of the Councils' staffs, but without consultation with the Councils. They commit no one except the Committee.

32. Some explanation may be desirable as to how the detailed sample areas (illustrated at Appendices 4, 5 and 6) have been worked out. The Committee began by preparing plans to show the width and classification of streets, the nature of fronting premises, the existing pattern of one-way streets and waiting restrictions, and the main directions of traffic flow. Ideally the Committee would have wished to have before them statistics of traffic flow, information about the destinations of traffic, and the location and duration of waiting vehicles; in the time available full information of that kind could not be secured, and for the purposes of this sample scheme the general

position was sufficiently known to enable decisions to be reached. On the basis of the information in the plans it was possible for the Committee to form a general idea of the streets or parts of streets in which it was essential that there should be "No Waiting" regulations and those in which some waiting could be contemplated. The Committee also came to the conclusion that, in order to increase parking accommodation, it would be reasonable in certain circumstances to consider an increase in the number of one-way streets even where, solely on grounds of traffic flow, there might otherwise be no case for one-way traffic working.

33. The Committee are in general agreement with the view that there is little scope for introducing further schemes of one-way working in the Inner Area of London. We were informed that in the last thirty years, some 267 streets or parts of streets in the Inner Area have been made subject to one-way operation and that a number of major schemes had been considered by the Ministry, the Police and other authorities but that they were rejected because any benefits they would have conferred on through traffic were outweighed by the difficulties they would have caused for traffic generally. We have, therefore, generally limited our recommendations for the introduction of one-way streets to those cases where one-way working would increase parking facilities without adversely affecting traffic flow.

34. Both in Mayfair and the City of London it was very soon obvious that only the most general principles could be settled on the basis of inspection of plans and the study of street widths. The details of where parking meters or other forms of permitted waiting could be accepted had to be worked out on the site in relation to actual conditions in and adjoining the streets. No bigger contrast could be conceived between the pattern of parking recommended in the City of London and in Mayfair, not because different principles are involved, but because the lay-out of streets and their usage is entirely different. It is the Committee's considered view that no rule of thumb can ever be adopted in an area such as Inner London which would indicate precisely where metered or other waiting should be permitted. Every case must be considered individually, but the Committee have nevertheless evolved certain points of principle in connection with the Mayfair and City of London areas which they consider should be borne in mind in examining all cases. These are dealt with in the following paragraphs.

35. The first essentials in planning any scheme of controlled parking are, in the Committee's opinion, to choose the streets where no parking at all can be allowed and to decide on the basic pattern of one-way streets. In the case of main streets this task is comparatively straightforward, although the decisions may not necessarily be easy ones. The task is much more complicated where minor streets are concerned. It may also be necessary in relation to such streets to decide whether loading and unloading can be allowed without interruption at all times, but that is not a basic consideration in preparing a scheme of controlled parking and can be considered on its merits quite separately. Once the main "No Waiting" and one-way streets are determined, it is possible to examine where parking can be accepted and to evolve a scheme for meters.

36. The effect of a continuous line of well patronised parking meters is to render deliveries and the picking

up and setting down of passengers along the same length of kerb impossible except by double banking. The Committee therefore consider that unless the kerb is one across which there is unlikely to be much demand for deliveries, such as round the central garden of a London square, parking meters should not be set up in blocks of more than about five or six meters at a time. Between these blocks there should be left spaces for loading and unloading and picking up and setting down passengers, at which parking would not be permitted. Such spaces we refer to as loading gaps. A loading gap should, so far as possible, be of a length suitable to accept one or more goods vehicles, according to the character of the neighbourhood. It will frequently be convenient to site such loading gaps opposite the entrances to premises, but loading gaps cannot, of course, ever be for the exclusive use of the premises which happen to be opposite them.

37. It is necessary in most cases for meters to be so sited as to keep the approaches to intersections clear of parked cars, but it is not necessary to make an absolute rule to this effect since, in roads of no traffic importance or where because of a one-way street there is no impediment to visibility, it may sometimes be possible to accept parking close up to an intersection. Where such parking cannot be accepted the distance from the intersection which should be kept clear of parking meter spaces will have to be decided in each case, but where it is kept clear, loading and unloading should not be permitted.

38. Parking meters will frequently be possible only on one side of a street, because the street is too narrow to permit parking on both sides. This may apply whether the street has one-way or two-way traffic. There are two main ways in which these meters can be arranged; they may all be on one side, or some on one side and some on the other, but not opposite each other. The Committee see no reason why both these systems should not be employed in different places, according to the character of the streets and neighbourhoods, and both have been adopted in the plans for Mayfair and the City of London.

39. There may be occasions when the above systems, although necessary for keeping space for moving traffic, may be considered unfair on frontagers, particularly in a shopping street with two-way traffic; meters here might be held to benefit shopkeepers on one side of the road to the detriment of those on the other. It seems to the Committee that it would be technically possible to install meters on both sides of such a street with those on each side functioning on alternate days. Whilst the Committee have not considered such a system necessary in the sample areas, they recognise that there may be streets in which it could be adopted despite the greater capital expense, and the labour of hoisting one row of meters every day, but they consider it should be avoided wherever possible.

40. In a narrow street, where there are parking meters on one side, a goods vehicle loading or unloading on the opposite side, or even double-banked on the same side, could cause a complete blockage of traffic. It may be that in some of the streets recommended for parking meters, traffic flow is of so little importance and deliveries of such comparatively rare occurrence that blockages of this kind are of no great consequence. In a large number of cases, however, it

seems to the Committee that the adoption of parking meters on one side of a road is likely to involve the imposition of a prohibition of loading and unloading on the other side. Loading and unloading would then only take place in the loading gaps specifically provided. It is, therefore, essential that the size and number of these gaps should be realistically determined in accordance with actual conditions. If they are not, there will be a tendency for vehicles to double back, and the Committee consider that double banking should not be tolerated in any circumstances.

41. There are some streets in an area such as Inner London which are so narrow that parking can obviously not be allowed in them. If they are streets of any traffic importance, it is very rare for anyone to attempt to park in them and at the present time no regulations in regard to them are necessary. According to the concept set out in our terms of reference it is clear that they must in future be added to the list of streets in which parking is not permitted. There will be other streets where this will lead to prohibitions of parking where it at present takes place and does little harm, since the streets in question are of negligible traffic or access value. Nevertheless where they are beyond a certain degree narrow, as is common in the City of London, it would clearly be impossible by the erection of parking meters to give motorists a right to park where parking would inevitably lead to obstruction. It must be accepted therefore as a consequence of the logical approach to parking set out in our terms of reference that some places where vehicles now park without much harm will be lost as parking places. By introducing more one-way working in streets of limited traffic value, the number of such instances can be kept to a minimum.

42. Mews have presented a particular problem, since it is obvious that they are in many cases suitable places for parking, but such parking is difficult to control and the mews are rarely suitable for the installation of parking meters. This is because parked cars would often obstruct entrances to garages and works in the mews and because there are frequently no pavements on which to erect the meters. Mews take every conceivable shape and form and vary widely in size. Legally they are for the most part public highways, and therefore susceptible to charges for parking on the highway, when this is appropriate. The Committee have come to the conclusion that there is no single solution which can be applied to all mews. In cases where a mew can be treated as an ordinary roadway, we have recommended that parking meters should be installed in it. There are, however, a number of mews in the Mayfair area where large numbers of cars habitually park and have little effect on the free circulation of ordinary traffic (for instance Brooks and Hays Mews), but where the number of meters which could be installed without intolerable interference with access is extremely small. If we were to recommend that meters should be installed here, and no parking permitted except at the meters, we should in fact be displacing a large number of parked cars unnecessarily. We therefore consider that in such mews parking must continue to be permitted, without the installation of meters and free of charge, and that the amount of parking tolerated should continue to be governed as now by the law of obstruction.

43. It would be necessary to make it clear by signs at the entrance and exit to each mew so treated that

in effect it did not form part of the controlled parking zone (see Section IV) and that the ordinary law of obstruction was applicable. It might well happen, however, that the removal of cars from places on the ordinary streets where they were accustomed to park, might lead to serious congestion in such mews as we are considering. We propose therefore that tracks should be marked with white lines through them between which parking should be forbidden. These tracks would need to be wide enough in part at least to permit vehicles to pass one another. There might well be cases where the reservation of space specifically for loading and unloading would also be necessary. Outside the white lines and the space reserved for loading and unloading, there would be no specific restrictions on parking, but from time to time cases of obstruction would certainly occur.

44. We do not put this forward as an entirely satisfactory solution of the mews problem, and the master may have to be considered in the light of experience if our suggestion is adopted. For example, it may become necessary to impose an upper limit on the total number of cars which may be parked in the mews, and even to impose a time limit and a charge; we think however that without meters which, as we have seen, are generally impracticable here, enforcement of any limitations at all may well present insuperable problems.

45. There are other courtyards, alleys and lanes in other parts of the Inner Area, including the City of London, where the problems are similar to those in mews and where a similar type of treatment may be necessary.

46. The Committee have observed the great increase in the last few years in the use of two-wheeled vehicles including motor-cycles, scooters and auto-cycles, in place of motor-cars in Inner London. The Committee are advised that there is nothing to prevent the provision of free parking for such vehicles in parking places. They consider the use of such vehicles is to be encouraged, since they tend to reduce congestion on the roads. The Committee accordingly recommend inclusion in the eventual schemes of spaces, sometimes quite small, which would be suitable for the free parking of vehicles of this character, which can be parked quite close together. Such vehicles could also be parked free of charge in those mews which have had to be specially treated as falling outside the controlled parking zone.

47. The sample area plans for Mayfair and the City of London (Appendices 4, 5 and 6) have been prepared with great care and it seems to the Committee that they may be considered from two angles, both as proposals for particular places, and as examples of the kind of treatment of different types of area. As proposals for particular places, our suggestions will, we hope, recommend themselves to the local authorities immediately concerned. It appears to us, however, that without detailed examination on the spot, as has been carried out by the Committee in respect of the sample areas, and without full knowledge of the types of traffic using these streets and of the types of property in them, it would be impossible for other local authorities fully to appreciate their value as examples of an approach to the problem. The Committee therefore hope that as regards these areas it will be possible to publish, or at least for the local authorities concerned to make available to interested

parties, not only the schemes themselves, but also the plans giving the detailed information on which the sample schemes have been evolved. It appears to the Committee that a comparative study of these plans will serve as a better guide to the possible lay-out of parking meter schemes than any arbitrary figure of standards. The Committee have, however, worked on the basis of 20 feet per parking meter space, and have so far as possible tried to make the loading gaps between parking meters in units of 20 feet. Spaces for motor-cycles, scooters and auto-cycles need be no more than 8 feet in length if they are to be placed longitudinally, but in some cases there may be space for a few at right angles to the pavement.

48. Although the schemes go into some detail, the Committee wish to emphasize that the precise location of parking meters may depend on such factors as the siting of cellars, mains, cables and other services beneath the pavement, which cannot be precisely determined until the meters are actually being erected. It is essential therefore that any scheme of parking meters should be sufficiently flexible to allow the local authority to adjust sites within minor limits so as to take these factors into account.

49. In describing the plans of the sample areas, we have only attempted to outline the principal considerations which have affected the choice of sites for meters and the associated restrictions. There are many other factors which require examination and which are dealt with later in this report. We think, however, that it may be convenient to record at this stage the effects on the amount of parking which would be possible at any one time in the sample areas if our recommendations are followed. In the area covered by the Mayfair scheme there are parked at any one time approximately 4,500 cars. Under the scheme this figure would be reduced to 1,800 cars. These figures do not include cars parked in those mews which we have suggested should be treated for parking purposes as outside the controlled zone (paragraphs 42-43). Provision is made, so far as can be calculated, for loading and unloading on the same scale as takes place at present. In the Mayfair area, therefore, the effect of the scheme will be to displace 2,700 cars. In the two City of London areas the number of cars at present parked is about 256 (Sample Area A) and 337 (Sample Area B) respectively. The number of parked cars provided for would be 106 and 196 respectively, so that the number of cars displaced would be 150 and 161 respectively. From this it will be seen that in Mayfair, under the scheme prepared, about 60% of the cars at present parked will be displaced, while in the City the figure is roughly a half. Each area of London has its own peculiarities and these proportions do not necessarily apply elsewhere; indeed, it is thought that elsewhere in the

City of London an even smaller proportion of the cars at present parked can be provided for. There is, however, not the least doubt that the cars displaced would, for the most part at least, be cars parked for the whole working day, whereas none of the metered sites recommended for any of the sample areas is intended to provide for long term parking.

50. It was the unanimous view of the members of the Committee who visited Canada that the use of parking meters simplifies the control of short term parking and reduces the manpower required for enforcement, but it is only fair to add that meters were nowhere popular with the general public, who at best regarded them as a necessary evil. We should be surprised if the motorists of London, so long accustomed to parking free of charge, were to welcome parking meters, unless or until experience showed that meters gave them a better chance than they now have of parking for a reasonable period where and when they want to. Similarly, we do not expect that shopkeepers will be keen to have parking meters outside their premises unless or until there is some experience of their beneficial effect on trade, but there is no gainsaying the fact that in North America it is the shopkeepers who press for more meters. Local authorities may initially be influenced by the view that meters may detract from the appearance of streets, and that on narrow and busy footpaths they may form an impediment to the movement of pedestrians; we are bound to record, however, that those of us who visited Canada found that the effect on amenities was less than they had expected. In spite of all the objections, therefore, once there is some experience in London of the traffic benefits of the meters and the associated restrictions we expect that criticism will fall away. (See, however, Section XII.)

51. In passing, the Committee would like to draw attention to the beneficial effect which the institution of a controlled parking zone of this nature (see Section IV) may possibly have upon accidents. We understand that the accident situation was carefully watched for some time following the introduction of "No Waiting" restrictions in the Inner Area of London in 1947. In 1950 when, compared with 1945, personal injury accidents generally had gone up by 18%, it was found that during "No Waiting" hours in the streets covered by the original Order, personal injury accidents had fallen by 42% and those only involving pedestrians by 58%, compared with a corresponding period in 1946. From this it seems clear to us that the removal or reduction of standing vehicles in the streets, while enabling traffic to move more freely and quickly, reduces the accident hazard, especially for pedestrians, and we feel there is reason to hope that the scheme we recommend will tend to improve the accident situation.

#### IV Controlled Parking Zone

52. The sample areas and the outline plan represent the Committee's effort to comply with the Minister's request that they should survey all streets, squares, mews, etc. within the defined area of Inner London and indicate the extent that parking should or should not be penalized in them. It is obvious, however, that even if it were desirable, it would be completely impracticable to bring into effect at one time a parking meter scheme over the whole of the area covered.

A start must be made somewhere and the extent to which the scheme is enforceable, and the way in which it may be indicated to motorists, will depend in a large degree on the scale of the initial experiment. Moreover the Act is so framed that a parking place order could not in any case comprise more than the streets in one borough, and the procedure to be complied with is such that it would be impracticable to include a great many streets in any one order. The Committee have,

therefore, considered extremely carefully what advice they should give as to how the scheme should be started.

53. The Committee consider that the only practicable approach will be to start in one place within the Inner Area and, for this purpose, they recommend the north-west part of Mayfair in the City of Westminster, that is, part of the sample area, the plans of which have already been described. They do not recommend an experimental start on the sample areas in the City of London, which might be more successful and manageable when the City's plans for underground parking accommodation under Route 11 and multi-storey car parks have been realised. The merit of the Mayfair area for this purpose is that the demand for parking space is extremely high and the number of squares and minor streets in which parking can be accepted is relatively large.

54. The precise scale of the experiment is a difficult matter to decide. If the area is too small the only effect of the scheme proposed would be to displace cars to neighbouring areas. For instance, any scheme confined to Westminster (i.e. south of Oxford Street) may well increase the present difficulties in St. Marylebone (i.e. north of Oxford Street). It may well be that the scheme will have eventually to cover the whole of the area of highest demand in Inner London, irrespective of borough boundaries. Nevertheless, the initial scale cannot be very large because the recruitment of attendants is likely to prove a limiting factor and there are severe limitations on the extent to which the police can deal with the extra burden a stricter parking regime will bring. Furthermore, the Committee consider that, initially it would be extremely confusing for motorists if they could move from one part of the Inner Area where a parking meter scheme applies, out of such a controlled area and then into another parking meter area in the vicinity. Once the motorist is in the parking meter area of Inner London, it should, the Committee consider, be a continuous zone of completely controlled parking. No doubt any one Council, having once launched itself on a scheme of parking meters, will find it more economical in overheads to extend the scheme, and the extent may be limited primarily by the need to recruit the necessary staff. Taking all these considerations into account, the Committee recommend that the first experiment should be in an area bounded by Park Lane, Oxford Street, New Bond Street, Grosvenor Street, the south side of Grosvenor Square and Upper Grosvenor Street, and that, as soon as practicable, it should be extended southwards to Piccadilly and then eastwards to Regent Street. The order and direction of subsequent extensions need not be determined in advance of experience.

55. The area recommended for the first experiment and for its subsequent extensions should become a "Controlled Parking Zone". This phrase, which has no legal basis, would however have a very practical meaning. All the highways within a controlled parking zone would be subject in all respects to the concept that every motorist should be left in no doubt as to where he may or may not park. Every length

of highway within it would therefore be subject in one respect or another to some form of traffic regulation, with the possible exception of some areas where parking, loading and unloading, and picking up and setting down can be allowed free of any charge or time limit (see paragraphs 42-43). No other exceptions are recommended in our sample areas. During the relevant hours of the day and days of the week the zone will consist of lengths of road which fall in one or other of the following classes:

- (1) Parking Places under the Road Traffic Act, 1956, at which charges are made;
- (2) Parking Places under the London Traffic Act, 1928, at which charges are not made (so doubt rare in day time);
- (3) Lengths on which no parking is allowed by reason of restrictions imposed under the London Traffic Act, 1928;
- (4) Lengths on which no parking is allowed by reason of restrictions under the Road Traffic Act, 1956 (only in Parking Places authorised under that Act);
- (5) Lengths included in (3) and (4) on which in addition, and under the same Acts, restrictions are imposed on loading and unloading.

In this report it is extremely important to keep the legal differentiation between these classes always clearly in mind. It is equally important that the public should not be in any way confused by the distinctions which arise from the history of traffic legislation. Within a controlled parking zone a motorist is concerned only to know by signs or otherwise whether he may or may not park, load or unload, irrespective of the legal niceties as to why. The area we have recommended for the start of Inner London's controlled parking zone will contain lengths of road to which a variety of legal provisions apply, but it is essential that the motorist should know when he is in the zone and encounter there a simple and logical system of indication as to what he may or may not do. We return to this in Section IX of the Report (pages 99-103).

56. The Committee recognise that the system of controlled parking which they have in mind for Inner London may well not suit places elsewhere, including other parts of London. This system appears to be applicable primarily to the centre of large cities; in other places parking meters may be confined, for instance, to a single street or to a small group of streets, where the demand for parking is heavy, and it may not be necessary to impose a rigid control on parking in neighbouring streets. There may well be local authorities outside the Inner Area but within the Metropolitan Police District (the area in which, under the 1956 Act, schemes can be submitted to the Minister without prior Parliamentary approval) who would wish to introduce parking meters at an early stage. The Committee do not wish their views as regards the Inner Area to prejudice consideration on their merits of any such applications outside that area. These are likely to be far enough away from the centre and from each other not to cause confusion.

## V Times of Parking

57. The Committee consider that controlled parking should be in operation as a general rule from Mondays to Fridays and from 8.30 a.m. to 6.30 p.m. These are longer hours than the present waiting restrictions, but since there will be specific provisions for loading and unloading the reasons which fixed 11.30 a.m. as the starting point for waiting restrictions do not apply. It is necessary to make the proviso that these days and hours should operate as a general rule, because it may turn out, when other areas such as Soho, Covent Garden or theatraland are studied with the intention to detail which the Committee have given to Mayfair, that other times are more appropriate; it would be too restrictive to start with a system which did not admit of flexibility later, should the need for it appear.

58. For instance, in Soho and in theatraland it seems best to start with the position that from 8.30 a.m. to 6.30 p.m. parking should be charged for at the meters as elsewhere, and that parking after that time should be free of charge, but subject to the type of conditions at present applicable to authorised street parking places, because although the demand for parking in the evening will probably not be such as to require a turnover of parked vehicles, it will be sufficient to cause traffic congestion in these areas if it is left completely unregulated. (It may be noted that unilateral parking at present operates for twenty-four hours a day in some parts of Soho, but the existing limits on parking cannot be enforced throughout this time). Conditions outside certain hotels and clubs at night may also require attention later (see paragraph 90).

59. Traffic conditions in the Covent Garden district are quite exceptional, and it appears to the Committee, without attempting to go into the subject in detail, that although it might be possible to find sites for some parking meters in the district, they are unlikely to offer a substantial solution. The whole subject of the future of Covent Garden and the other London markets is under review by the Runnymede Committee on Horticultural Marketing. If the Covent Garden district were to form part of the controlled parking zone of Inner London, the Committee think that the ordinary hours of operation would probably be quite inapplicable. The Committee have not, however, had time to pursue this extremely difficult subject in the present report, and it will be necessary to study the details of the area in the same way as for the sample area before arriving at any firm conclusions.

60. If there is a need anywhere within a controlled parking zone for a complete restriction on loading and unloading as distinct from other forms of waiting, it is most unlikely that this will be necessary for the whole of the period during which the controlled parking zone is functioning. As with the restrictions at present in force at certain key points in Inner London, the hours during which prohibitions of this kind apply must be restricted to those when the need is greatest, since more than a minimum interference with the freedom of deliveries should not be contemplated. It would be quite wrong therefore to adopt a system as regards these zones which did not permit of occasional exceptions as to time.

61. As a general rule we recommend that within the controlled parking zone the times of operation both

of the restrictions on waiting and of the parking meters should be the same, since the two are intimately related. The hours of 8.30 a.m. to 6.30 p.m., Mondays to Fridays, cover in most areas the hours of worst congestion and the heaviest parking demand. In North America it is common for waiting restrictions and parking meter hours to be more directly related to actual road conditions than has been the practice here with waiting restrictions. Thus waiting restrictions may apply on one side of a road in the morning and on the other side in the evening to allow for a different tidal flow of traffic, and the hours of meter operation may vary accordingly. While these may be a case for introducing this American practice into this country (although not necessarily into Inner London yet), tidal flows in one direction in Inner London do not seem so heavy or prolonged that this added complication need be considered in the early stages of the parking meter experiment. We recommend, therefore, as a general rule for a start, that all parking meters should come into operation at the same time (8.30 a.m.) and end at the same time (6.30 p.m.) that is to say, that the requirement to insert coins in the meters should begin and end at these times. It does not follow that this advice would be equally applicable to suburban areas of London, where the effects of tidal flow are more marked, or to provincial cities.

62. There will, of course, be important exceptions to this general rule even in the Inner Area. In addition to the special areas to which we have already alluded, in which exceptional times may be needed, there may be places in the Inner Area where the parking meters could come into operation rather later than the attendant waiting restrictions. The restrictions must begin sufficiently early in the morning to ensure that moving traffic is not hindered by parked vehicles. If, however, the demand for parking is fairly light until later in the morning, there might be places where it was unnecessary to require a charge for parking from the start; the meters need only come into operation at the hour when the parking demand made an ordered turnover necessary. We have, however, not encountered such a need in the sample areas of Mayfair or the City of London, which have been intensively studied.

63. It is extremely important to assess correctly the right duration of the parking which can be bought at parking meters for the standard charge (or half charge). Only if the periods permitted are realistic in relation to demand will a high standard of compliance be secured. If the periods are too short, the large number who outstay their time may endanger the system; if the periods are too long the required turnover will not take place. The duration of parking at the standard charge and the level of charge are also interrelated. North American experience (our attention was particularly drawn to Seattle) shows that the whole system works better if duration and charges are related to demand. It is customary in America to undertake statistical studies to help in assessing this. Such studies may become necessary in this country to reassess the position after some experience has been gained of the new system, but we think that, at this stage, before the general public has had experience of meters, they might be premature.

64. In our view it is not necessary that all parking meters in the Inner Area should give the same length of time or should give it for the same amount of

money. It is desirable to keep the system as simple as possible, but the character of the area and the parking demand in it may vary too widely to be ignored. The 1956 Act specifically permits the use of meters to give half periods for half the standard charge. We consider that in the Mayfair and City of London sample areas no meters should initially permit a standard period of parking of more than two hours or less than half-an-hour. In both these areas we think that to start with a charge of 1/- for two hours is reasonable with 6d. for one hour. There may be other areas with a different category of demand where a charge of 6d. for two hours would be sufficient, or one where a charge of 1/- for an initial period of one hour would be reasonable but we have not found anywhere in the sample areas for which we feel it would be worth while to recommend a variation on the standard of 1/- for two hours. We think that two hours should be sufficient to permit the conduct of ordinary business or the making of ordinary purchases; it will not lead to excessive interference with traffic flow as cars enter or leave parking places and should result in a fair turnover of parking space. We must emphasize, however, particularly on the basis of North American experience, that a carefully thought-out scale of charges, based on the needs and practice of each locality, will go a long way towards securing voluntary compliance with the regulations.

65. It will be observed that we have made no recommendations in the Mayfair or City of London areas for long term parking. The reason for this is that we do not believe that there should in the ordinary way be any long term parking in ordinary business hours on the streets in the Inner Area. Any exceptions (other than a few now) should be for quite special and entirely local reasons. Long term parking should take place off the streets; if public or private garages or car parks are not available, then cars must either park further out or not come into London at all. We believe that use should be made of roads in the Royal Parks for long term parking, and we are glad to see that the 1956 Act permits the Minister of Works to charge for parking on them. When the principle of paying for parking elsewhere is widespread and established, we feel that conditions of parking in the

Royal Parks might well become intolerable if a charge were not made.

66. We strongly recommend the Minister of Transport and Civil Aviation to use all the influence he can with the British Transport Commission to extend widely and rapidly their policy of providing parking space in the vicinity of underground and suburban railway stations. The Committee also consider this policy might be extended to apply at important and convenient bus stations and that local authorities and private enterprise should be encouraged to supplement the measures now being taken by the Commission.

67. The Committee do not consider that there can be any satisfactory way to cater for all day parking other than the provision of parking space off the highway either in the Inner Area itself or at suburban train or bus stations, or conceivably in the Royal Parks. To attempt to find a small number of places on the highway in Mayfair or the City of London where at a high cost long term parking could be bought would only toy with the problem of the cars displaced by thorough application of the scheme for controlled parking, and could only do so to the prejudice of any claim to equity.

68. The Committee have not yet been able to consider where all-day parking might be permitted in the streets in such fringe areas as Bayswater, Kensington, Camden Town or Kennington, which were used with some success during the railway strike of 1955. Once a scheme of controlled parking is introduced in the Inner Area the long term parker who continues to drive to work and who cannot or will not use off street parking places will have no alternative but to use such areas; they are, however, not always convenient for public transport to the Inner Area, particularly at rush hours. Local residents who were prepared to accept organised parking in residential streets in the conditions of an emergency may not take the same view of it now. Nevertheless, we think that some such scheme of fringe parking could make a useful contribution, even as a temporary measure, to alleviating conditions in Inner London. We propose, therefore, to explore this subject further in the future.

## VI Excess Charge

69. So far as we know, every other country which has adopted parking meters employs something on the lines of the North American ticket system as its principal weapon of enforcement. This means that where a policeman or attendant observes that the Regulations have been violated, e.g. because a car has been left longer at a meter than is permitted, he leaves a card or "ticket" on the car. This he generally does without ever making personal contact with the person in charge. The ticket indicates that such a violation has occurred, and that prosecution can be avoided by paying a predetermined sum at a certain office. This is often an office which is not associated with the police or other enforcing authority. Hardly ever in North America is provision now made for payment on the spot, although we know of several cases in Europe where it still is. A motorist may object to payment as indicated on his ticket and the case must then be taken to Court, but the number of Court cases would get completely out of hand if the average offending motorist were not prepared to accept and pay this form of mitigated penalty. The penalty does

not increase in proportion to the time the car is left but it is normally a flat rate figure, but if the car is left altogether too long it can be towed away, and that involves a further charge on the motorist.

70. We are informed that the ticket system, which in the extreme view may be regarded as giving to policemen power to impose prescribed penalties, is opposed by the police in this country, who consider that it would be likely to impair the existing relationship between police and public; this is an aspect to which we return later in our report. We understand that when the 1956 Act was before Parliament, the possibility of using the ticket system was deliberately rejected on principle, following the recommendations of the Sharpe Committee (1955 Cmnd. 9524) on this matter. While some members of the Committee consider that the ticket system may eventually be necessary in this country, we do not think that it would be proper for us to go again over the ground so recently covered by the Sharpe Committee.

71. In view of the need for a simplified form of

procedure as shown by experience in other countries, it was clear that an alternative arrangement would be necessary, and we understand it was with this in mind that provision was made in the 1956 Act for an excess charge to be payable if a car was left at a meter after the period covered by the initial charge had expired. The excess charge would be at a much higher rate than the initial charge and was thus intended to have much the same effect as a penalty. No actual offence would, however, arise in incurring this excess charge, though it would be an offence to fail to pay the charge or to leave a car at the meter after the period covered by the excess charge had expired. The excess charge is intended to avoid the very large number of prosecutions which might follow if at the end of the standard period an offence were to follow, and to substitute an economic inducement to drivers to take their cars away.

72. The Act is clearly framed on the assumption that this economic inducement will, at least to a large degree, have a deterrent and punitive effect on motorists similar to that induced by the "ticket" system, in spite of the fact that no offence is involved. It seems to us probable that the excess charge will have most of the advantages of the ticket system, including the fact that in the vast majority of cases there will be no contact between the offender and the enforcing officer, though there are compensating disadvantages to this latter fact, which are dealt with under Section XI, concerning the law of evidence.

73. It is possible, however, to contend that the excess charge will not operate in the way that it is intended because it does not involve a conviction with its attendant stigma and, being a purely economic weapon, will not impress equally on all members of the community and will be ineffective against those who can afford to pay. If many motorists are prepared to pay the excess charge to secure as long a period of parking as is possible and so virtually to turn meter sites, intended for short term parking, into long term parking places, the whole purpose of the parking meter may be defeated. The validity of this contention will depend on whether motorists will regard the excess charge as giving value for money, or as something to be avoided. Unless the latter proves to be true, the system may fail in its object.

74. If in North America a motorist knows that he has committed an offence, and receives a ticket, he does not in practice remove his car at once but waits within reason until he has done all he wanted to do, since the amount of his penalty will not thereby be increased. Of course, if he visits his car and is seen by a policeman or attendant to do so, he can be ordered to remove his car forthwith, whereas in this country he cannot be so ordered until the period which the excess charge covers has expired. It remains to be seen whether this too makes much practical difference.

75. Whatever difficulties may later emerge, it is necessary for us now to propose figures for the amount of the excess charge and the duration of the period it may cover. In assessing both the initial and the excess periods most suited for any locality, we consider the basic principles should be that the initial period must be reasonable, the sum of the initial and excess periods must certainly not amount to long-term parking and the charge for the excess period must be relatively high. The sum of the charges

should be more expensive than the cost of parking in commercial off-street parking space in the vicinity. It should also be more expensive than the charge for any long-term parking on the streets which, despite what we have recommended, it is decided to establish in the vicinity.

76. We have discussed at length the duration and amount of the excess charge, which might be a longer or shorter period or a larger or smaller sum according to the emphasis placed on one or other of the many relevant factors. Taking all the various views expressed into account, we recommend that in the controlled parking zone of Inner London the excess period should be related to and should probably not exceed the standard period (see paragraph 64) and that the excess charge should be 10/- When, however, it is possible for half a standard period to be purchased, the excess period should still be related to the whole standard period, and the charge remain the same full amount, 10/-.

77. If any long-term parking were permitted in streets (other than some mews), we consider that a charge of 7/6 would be reasonable if the car were left between 8.30 a.m. and noon, 5/- if left between noon and 3 p.m., and 2/6 if left between 3 p.m. and 6.30 p.m. Similar charges might be considered for the Royal Parks.

78. In our consideration of these questions, we have had to study the mechanical operation of parking meters and have had the opportunity of seeing a number of conventional meters of different manufacture. Briefly, the purpose of these meters is to indicate when a parking period has expired, and this is all they are required to do in other countries. It occurred to us, however, that in this country it would be useful if the meter were to indicate not only the expiry of the standard period but also the expiry of the excess period, so that there would be no doubt when an offence had been committed. We are advised that at least some of the types of meter now in production could easily be modified to give this indication and we have ourselves seen a meter so modified. We are also advised, however, that the 1956 Act does not contain the necessary provisions to enable a meter of this type, measuring the excess period, to be specified, although the use of such a meter would probably not be excluded. The presumptions in the Act which are the necessary basis for prosecutions would not apply to the measurement of the excess period but, in our view, the meter would provide strong circumstantial evidence in support of any prosecution that was undertaken. We therefore feel bound to draw attention to the possible use of such a meter, which we think might assist enforcement of offences for overstaying the excess period.

79. Mr. Allen regrets that he cannot entirely agree with the rest of the Committee in the preceding paragraph. He thinks that too much emphasis is being given to the moment of time when the period paid for by the excess charge ends and an offence begins. If the excess charge works as intended this should be relatively unimportant, and a timing mechanism to measure this period should not be necessary. Moreover in his opinion, which is not shared by other members, a machine which shows the duration of the excess charge period may well have the opposite effect to that intended; it may weaken the persuasive effect of the first flag and encourage motorists to think that until the second

flag is up they have nothing to worry about. The Road Traffic Act, 1956, was designed to permit the use in this country of the orthodox type of meter with one flag, measuring only the standard period, and

Mr. Allen thinks it would be best to start with it and see how the system works before devising a more complicated and, in his view, less persuasive, alternative.

## VII Exemptions and other Incidentally

80. We cannot attempt to discuss in this interim report every problem which may arise from the use of parking meters in Inner London. For instance, we have no doubt that special parking arrangements may be necessary where there are buildings which, because of their functions, attract large numbers of commercial vehicles but, since this particular problem does not arise within our sample area, we do not propose to pursue this subject. There are, however, matters which will apply more generally to the use of parking meters, on which we wish to offer our recommendations.

81. We are agreed that it will be necessary to exempt vehicles in certain circumstances from the need to pay for the occupation of meter sites. In the first place, we think that if a goods vehicle encounters a meter site not occupied by a parked car and there is sufficient space, it should be entitled to load and unload there for a period, say not exceeding twenty minutes, a reasonable limit to place on any ordinary loading or unloading. We realise that in some areas this might lead to parking meter sites being occupied by goods vehicles and thus not available for parking. On the other hand to deny an empty parking meter space to a goods vehicle which needs it seems to us unreasonable. An exemption from this time limit should be allowed in certain other circumstances e.g. in respect of furniture removals.

82. It is most important that the categories of vehicles entitled to any exemption in regard to parking meter payments should be readily identifiable by the parking place attendants, as otherwise abortive attempts to collect charges or to prosecute may follow. We think that exemptions from payment will be necessary in regard to vehicles used on behalf of local authorities, statutory undertakings and the various emergency services when engaged on official duties. These exemptions will in some cases more easily be served by the power of the police or local authorities to suspend temporarily the operation of the meters than by writing the circumstances in detail into a parking place order.

83. The Committee have also considered more difficult cases. We do not consider that general exemption from payment can be given to doctors' or nurses' cars; the parking meter system should assist doctors and nurses as much as any other members of the public by giving them a better chance of securing parking space. The Committee do not recommend any exemption in favour of commercial travellers, although we recognise that the system of parking meters probably bears more heavily on this section of the motoring community than on any other. Notwithstanding the inconvenience which they may suffer, if the scheme of controlled parking is to succeed in its purpose there can obviously be no exemption from charges for frontagers where meters are in operation outside their premises. Particular cases of difficulty can always be dealt with, as stated in the foregoing paragraph, by the police or the local authority.

84. The Committee have much sympathy with the case of disabled persons or invalids, to whom a car is their only means of progression. There are many such people who require a car to be able to go to work at all, and a system which prevented them from parking a car for the length of their day's work might produce disproportionate hardship. At present, when prosecutions are a matter for the police, they exercise their discretion to help such persons; but the parking meter system can be no respecter of persons, and it is not desirable that attendants should be allowed to use their discretion. The Committee are prepared to recommend that, in respect of any individual parking place order, it should be considered whether, in the particular circumstances, an exemption from charges should be made in respect of disabled persons officially recognised as such. The Committee realise that the distinction between such persons and some other invalids, equally deserving but not recognisable as a class, may be difficult to draw. The Committee are advised that the 1956 Act does not permit an exemption to be made in an order in respect of the total length of time permitted for parking, but only from the charges. The Committee also draw attention to the fact that the 1956 Act only permits exemptions in circumstances, and not by category of vehicle.

85. As regards the areas in parking places where there are no meters, but other restrictions on waiting, loading or unloading apply, the Committee consider that some classes of exemptions will be necessary. We think that there should be exemptions for vehicles used on behalf of local authorities and statutory undertakers. We also think that there should be an exemption for Post Office vans while delivering or collecting mail. The distinction in this respect between Post Office vehicles and, for instance, Railway or British Road Services delivery vans can no doubt be exaggerated, but we consider that we are bound to pay special regard to the statutory obligations imposed on the Post Office. An exemption may also be necessary, in certain other circumstances, e.g. for furniture removers' vehicles.

86. In the hope of simplifying the exposition of what the Committee have in mind, they asked that a sample "Parking Place" order should be drafted by the Ministry of Transport. Such a sample order has now been prepared and is attached as Appendix 7. The form in which the sample order is drafted may help to explain to local authorities the kind of matters which, in the Committee's view, are those to which attention should be given. The document, being in true legal form, needs to be carefully read and interpreted, but the Committee consider that publication of the sample Order at this stage may be valuable to all concerned.

87. The privileged use of the public highway now enjoyed by street traders and, in particular, the exemption granted to "authorised" street traders from the provisions of the present "No Waiting" Regulations

has given us concern. It seems to us, having regard to the nature of our task, anomalous that parts of the public highway on which, in order to secure the free movement of traffic, the motorist will not be permitted to park, should continue to be occupied by street traders. Moreover, we cannot contemplate that a street trader should be permitted to occupy a metered parking space. The "licensed" street trader (generally known as a "stall-holder") occupies a fixed pitch which is usually situated in a street "designated" for street trading or in a street recognised for that purpose and we think that, subject to a review by the local authority concerned of any special cases, this type of street trading could be tolerated in controlled parking zones. Whilst recognising that hardship may be caused we feel, however, that in controlled parking zones no such tolerance should be extended to "registered" street traders (generally what are familiarly known as "barrow boys") and that they as a class should not be permitted to trade from the carriageway in a controlled parking zone.

88. The Committee are aware that some difficulty is now experienced in finding suitable parking accommodation for contract coaches which bring parties to London to attend theatres, sporting events and similar functions. The introduction of a scheme of controlled parking will add to these difficulties, but the Committee are agreed that no exception can be made for these vehicles during the absence of their passengers. The Committee understand, however, that the Commissioner of Police of the Metropolis is considering a scheme which includes setting aside as parking places for coaches suitable streets outside the Inner Area and they think that, if a parking meter scheme develops in the Inner Area as they recommend, something on the lines of the Commissioner's scheme will be required.

89. The Committee are aware that, because of the presence of parked vehicles, some local authorities are experiencing difficulties in carrying out street and gully cleansing. Previously in this country waiting restrictions have never been made for the express purpose of helping street cleansing operations, although the Committee were interested to learn that

unilateral parking is enforced at night only in some of the main down-town streets in Edmonton, Canada, for this purpose.

90. The sample Order does not attempt to deal with the special case of night parking. In the sample areas studied the Committee do not think that it is necessary yet to continue the operation of parking meters beyond the standard hours, but conditions in the vicinity of certain hotels and clubs may make this necessary later. It appears to the Committee that any regulation of night parking in these areas, for instance excluding commercial vehicles from some areas on a time limit, could be dealt with by separate regulations under the London Traffic Act, 1924, turning the street for the hours in question into an ordinary authorised street parking place.

91. The sample Order does not provide a pattern for attendant parking without parking meters, except in regard to long term parking. The Committee do not envisage that this would be suitable in ordinary conditions in the Inner Area of London, and indeed they would recommend that the possibility be explored of obtaining a machine, presumably not a meter, for the collection of the sum for any long-term parking. One difficulty on the streets which does not occur in car parks is that the attendant, to supervise a reasonable number of cars, must be in many places at once, as it cannot be presumed that, on arrival, motorists will search to find an attendant who may be in the next street. The Committee are, therefore, of opinion that the function of the attendant should, so far as possible, be confined to the enforcement of the meter system, and that at least in Inner London, it should not normally be his function to collect any charges at all. Those not paid into a meter should be paid to a local authority office direct.

92. Certain other views which we have formed can best be ascertained from a study of the sample areas (rather than the outline scheme). Since these views are related not so much to general principle as to the conditions in the individual streets under review, there is no need to draw particular attention to them here.

### VIII Attendants

93. The recruitment and organisation of attendants is an important subject. The Committee obtained considerable information about this from Canada, from which it is clear that the employment of a non-police agency for the enforcement of parking meter regulations has great advantages. It saves police manpower and, in Canada, it has secured the approbation both of the public and of the police themselves.

94. The Chief Constables of Edmonton and Winnipeg, in both of which cities the practice is followed, regard it as useful from the point of view of maintaining good public relations. Police action over minor motoring offences is greatly resented by the motorist; the introduction of parking meters accentuates this resentment because it increases the potential number of offences which may be committed and also because the nature of these offences appears to be so trivial. The inevitable reaction of the motorist is to ask the policeman why he cannot employ his

trailing for the purpose of catching thieves. On the other hand the non-police attendant, enforcing these regulations, is merely regarded as performing his duty, and receives far less abuse. The policeman is glad to be rid of a task which both adversely affects him and damages the reputation of the Force as a whole. It is interesting to note, too, that the New York Commissioner of Police is contemplating the use of a similar system or the employment of women to release his under-strength police force for more exacting duties. In every case, however, there is general agreement that the existence of this agency should not assail police responsibility for controlling the circulation of traffic and for detecting and following up "moving vehicle" violations.

95. In Winnipeg and in Edmonton the meters are actually supervised by members of the Corps of Commissioners. In both cities the men are supplied, under contract, by the Corps and are not directly engaged by the City authorities. They are, however,

trained by police in Winnipeg, and by the Traffic Engineer in Edmonton. In both cities the men are sworn as special constables. The police have power to insist that any particular man who has proved unsuitable shall no longer be employed for this purpose.

96. In Winnipeg the Commissioners are only responsible for meter offences, and operate under the supervision of a Sergeant of the Corps who is responsible to the police. In Edmonton the Commissioners are responsible for a rather wider range of non-moving offences and are answerable to the Traffic Engineer. In each of these two cities experience has shown that training is a matter of days rather than of weeks. In Canada the Commissioners are not empowered to collect any money from individuals. They also play no part in the regular collection of money from the parking meters. Great stress is laid upon the high standard of these men. The Committee think it of importance that all local authority attendants should be men (or women) of commonsense, conscientious, polite, clean, well-uniformed and of high integrity. They must also possess a reasonable standard of physical fitness.

97. The Committee do not think it necessary to

specify in detail how parking attendants should be organised, as this must be primarily the responsibility of the local authority concerned. We think, however, we should say that there must be sufficient attendants to ensure that the interval between successive inspections of meters is not greater than the standard period for the meters, whilst it is also desirable to superimpose a system of spot checking at irregular intervals. It is also advisable that the attendants should be moved, at intervals, from one "round" of meters to another. In many cities in America, but not in Canada, we understand that those responsible for the supervision of meters find it of great assistance to use scooters or motor-tricycles, and this system might be considered for use in London.

98. We are of the opinion that the attendants should be trained by and under the control of the appropriate officer of the local authority (who we think would normally be the Borough Engineer). Close liaison between the various departments of the local authority, and indeed between local authorities themselves, will be necessary to ensure that the machinery for enforcement of the excess charge provisions and for the prosecution of offenders works well. The closest liaison with the police at all levels will also be essential.

## IX Signs

99. The Committee are instructed to make recommendations as to the methods of signposting by which motorists should be told the limits of the special zone, and the places within it at which parking is or is not allowed. This subject has perhaps given the Committee more difficulty than any other.

100. The basic principle must be that the motorist should be left in no doubt as to where he may or may not park. There are several ways in theory in which this aim could be achieved, some involving more and others fewer signs. In North America the same aim is achieved by the use of what seems to us an inordinate number of signs, in many cases bearing what might be considered a confusing amount of information, and the Committee consider that in this country every effort should be made, at least to begin with, to keep the number of signs to a reasonable minimum. Apart from the obstruction caused by signs, particularly on narrow footpaths, there are strong objections on amenity grounds to the proliferation of signs, and the question of cost cannot be ignored. There is, however, room for much argument as to what the minimum number of signs should be if they are to be reasonably clear to the ordinary motorist or other road users, and are to provide a fair degree of flexibility as regards the time of operation of meters and restrictions.

101. We are agreed that there should be at every possible approach to the controlled parking zone a large and unmistakable sign to inform all road users that they are entering the zone, and to give them the basic times of operation, although some local variation as to hours or conditions must be provided for. We are also agreed that within this zone there would be no general prohibition on picking up and setting down of passengers, or on loading and unloading of goods; there might however be a need

for such prohibitions on particular streets, or parts of streets, and these would need individual signing. Within the zone, therefore, the private motorist would know that, during the relevant times, he was allowed to park only at a parking meter and that he could stop to pick up or set down a passenger anywhere unless it was specifically prohibited. Drivers of commercial vehicles would know that they could stop to load or unload at the kerbside at a vacant meter site or at any kerbside where loading and unloading were not specifically prohibited. The main question is to what extent within the zone additional signs for private motorists will be required.

102. The Committee consider that the form of signing initially adopted must to some extent be experimental. After study of practice in North America under which every section of the street is clearly marked, they consider that in the single controlled parking zone of Inner London it would be right initially to err on the side of fewer signs. It will be much easier in the light of experience to erect additional signs than to remove existing ones. They think that the American system of kerb painting deserves most careful examination because it can be used as a substitute for certain signs on posts. They recognise that additional signs in the controlled parking zone may prove necessary in the light of experience, and that in any case if meters are installed in a number of separate areas in London, in addition to the single central zone, it will probably be necessary to use more signs in the other areas.

103. The Committee think that a sample scheme of signing would be of much more use than a lengthy discussion of principles. They very much regret that they have not yet been able to complete such a scheme for one of the sample areas, but they hope to be ready at an early date to submit a supplementary report on this.

## C: The Effect

### X Enforcement

104. The Committee are in full agreement with the views which have been expressed in Parliament and outside that the parking meter system will not work unless there is strict enforcement of the waiting restrictions and prohibitions imposed on neighbouring streets where there are no meters and on the parts of metered streets where there are no meters. The police will not have enforcement duties at the meters, which will be supervised by local authority attendants. The existence of the excess charge, which is bound in some measure at least to reduce the number of prosecutions that would otherwise have arisen, will help the attendants by reducing in similar manner the number of times when they have to appear at Court. When prosecutions are called for, as will be shown in the next section, the task falling on the attendants will present many difficulties but, so far as supervision of the meters themselves is concerned, the system itself, if honestly applied, will do most of the work.

105. This by no means applies to the neighbouring places on which there are no meters, where the police will be responsible for enforcement. The effect of parking meters will undoubtedly be to cause more motorists to seek parking space on restricted streets where there are no meters and, unless enforcement in these streets is from the start really effective, the whole system will fail in its object. It is no secret that enforcement of the character we envisage as necessary, if parking meters are to be a success, simply does not take place today, and we have not the least doubt that the introduction of parking meters, while relieving the police of supervision of the duration of parking where parking is permitted, will increase the burden on them elsewhere. Moreover the police have no ticket system, and infringements of parking regulations must be met by firm action on the part of patrolling police in every case, leading to the issue of cautionary letters or legal process wherever any offence is disclosed.

106. The 1956 Act is so drafted that a parking place order may by itself impose restrictions on waiting, and many orders will do this, for instance, in loading gaps or on the opposite side of a road to that on which meters are installed. The supervision of prohibitions on parking in such parts of parking places might either be conducted by the local authority attendants or by the police. This would be a matter for mutual agreement, so that there was no overlap, waste of effort, or conflict between the two. Such arrangements would be simple to make where the police district is identical with the area of the local authority. In the Inner Area of London, however, it is the considered view of the Commissioners of Police of the Metropolis and for the City of London that the incidental lengths of prohibitions on waiting within parking places should like other prohibitions on waiting be supervised by the police for the time being, leaving only the meter offences to be dealt with by the attendants, such offences requiring the minimum amount of discretion in enforcement.

107. The Committee wholeheartedly support the police in attaching the greatest possible importance to the implementation of the recommendation of the Sharpe Committee as regards the procedure for prosecutions, in guilty-plea cases where minor offences are

involved. The Commissioners of Police of the Metropolis and for the City of London have made it clear to the Committee that they would find it quite impossible to fulfil their part in this concerted effort without the assistance of this proposed legal machinery, which the Government has indicated its intention to accept. In their view it would be essential to implement these recommendations before parking meters were introduced. The Committee are aware that legislation is involved, but the Committee do not know whether the Government appreciates the extent to which the success of parking meters is bound up with the effectiveness of enforcement elsewhere, and that effectiveness may well hang on the rapidity with which the Sharpe reforms are implemented.

108. Subject to the above, the Committee have taken note of assurances from both police forces involved of their readiness to do their utmost to enforce the restrictions which fall to them to enforce. The Committee can do no more than draw the Minister's attention to their views and express the hope that the Minister will use his influence so far as possible to support any course which would assist in police recruitment. The whole success of the Minister's schemes for a more rational control of parking in Inner London may be prejudiced if the numbers of the police in London do not increase. Enforcement in the vicinity of parking meters can only be strengthened by depleting manpower elsewhere. There is a limit beyond which that cannot properly be done.

109. The only additional weapon which the police (and, so far as the parking places are concerned, local authorities also) will possess is the right to remove offending vehicles to another place on the streets or to a pound. This right comprehends authorising a garage to tow cars away on their behalf. In America it is common for the major streets of congested cities to be marked as "tow away zones" from which any car found parked in breach of a traffic sign can expect to be removed if the driver is not there to do it himself. In some places the streets are regularly patrolled by towing vehicles, in other cases the police on finding an offending car call up a tow vehicle. The owners of the cars are then prosecuted for the offence and also required to pay the cost of towage and sometimes a charge for storage. There can be no doubt of the additional deterrent effect of such measures, especially in streets where waiting is prohibited during certain hours; few motorists offend if they know that, in addition to the near certainty of prosecution, they may find that their cars have been towed away. The Committee believe that a judicious use of the power will have a remarkable disciplinary effect out of all proportion to the number of cars which may actually be removed. Although the police will be entitled to recoup the reasonable cost of removal, which will be a larger figure if the removal is effected by a garage on behalf of the police than if it is by the police themselves, the benefits are likely to derive from the inconvenience and perhaps the indignity of removal rather than from any resulting charges. The extent to which the police and, to a lesser extent in parking places the local authority, use their powers, can only be determined by experience, and by the public reaction to what is done.

## XI Prosecutions

110. We have several times referred to the difficulties which may be encountered in the conduct of prosecutions by local authorities for offences against parking meter orders. It may be useful to the Minister if we set out our conclusions as to how such prosecutions can be conducted.

111. If a motorist commits an offence at a parking meter by failing to pay the initial charge or by overstaying the period during which the excess charge is applicable, or by failing to pay within the time limit an excess charge he has incurred, then it rests with the local authority to decide whether to institute proceedings. Initial information that an offence has been committed will be in the hands of the local authority, either by reason of a report from an attendant or, in the case of non-payment of an excess charge, through their internal office procedure.

112. In order to institute proceedings the local authority must find out who the driver of the vehicle was. They will have the attendant's note of the registration number of the vehicle and from that they can trace the name and address of the registered owner through the appropriate local taxation office. They will then write to the owner stating that an offence has been alleged and asking who was the driver at the time the offence was committed. If the owner fails to reply, it may be necessary to interview him personally in order to secure the name and address of the driver. This information he is bound to furnish under Section 113 of the Road Traffic Act, 1930, as amended by the 1956 Act.

113. Once the driver's name is known it will, of course be necessary to establish that he was the person who committed the alleged offence. For this purpose he will be visited by an official or agent of the local authority, who will serve on him a form or notification in writing requiring him to say if he was the driver at the material time. If he admits to being the driver the offence will be pointed out to him, any answer he makes being noted. He will then be told that the matter will be reported for consideration of proceedings; any answer he makes to this will similarly be noted for purposes of evidence. Should the owner admit, in reply to the written demand, that he himself was the driver, it will still be necessary to have him interviewed to provide evidence of identity.

114. Where the driver lives in the area of the prosecuting authority, that authority will be able to carry out the work of interviewing the owner and confronting the driver. In other cases it may be necessary for one authority to act on behalf of another. This is likely to demand additional procedural steps in an area such as Inner London where the driver of the car may in only a minority of cases live in the district of the prosecuting local authority. Local authorities should consider with the police forces whether it is necessary to keep a central register of parking offences, since it would not otherwise be possible to prove which drivers were second offenders, unless they had twice committed an offence in the same local authority's district.

115. Because of the complexity of the steps necessary to provide all the essential evidence to launch a successful prosecution for a parking meter offence, the Committee feel that as much reliance as possible should be

placed on the excess charge as a means of enforcing parking meter regulations. For this reason the scale of the excess charge and the length of period which it covers must be deterrent and realistic respectively.

116. The presumptions included in Section 20 (4) (b) and 20 (4) (c) of the 1956 Act, are likely to play an important part in these prosecutions. The function of these presumptions is to enable the prosecution to secure a conviction for the right offence. Thus if a meter shows the time expired sign (and the driver is ultimately prosecuted for non-payment of the excess charge) he may say that he never in fact incurred such a charge because he parked before the previous user's time had expired but had not paid the initial charge (which would have re-set the meter). It is unlikely that he will say this, preferring no doubt, to pay an excess charge of say, 10s., rather than necessarily admitting another offence which may cost him one or two pounds. However, the presumption at Section 20 (4) (b) coupled with the provisions in Section 22 (6) will result in the driver being convicted of the offence he actually committed. The presumption at Section 20 (4) (c) deals with the difficulty of the situation that may often arise, namely that no one actually saw a driver fail to pay an initial charge on leaving a vehicle in a parking place. These provisions will greatly facilitate the task of prosecution in such cases.

117. It cannot, however, be expected that prosecutions will always follow the detection of all offences against the parking meter regulations. There is bound to be some discretion exercised by the local authority as to which prosecutions are worth taking. It may well be that local authorities will in many cases seek to introduce some kind of cautionary procedure for cases in which the excess time limit has expired, provided that the demand for the excess charge has been met. Such a course would materially reduce the work involved for both local authorities and Courts, although it will be appreciated that the benefits of the procedure recommended by the Sharpe Committee will almost certainly apply to parking meter offences. There must, however, always be a necessary minimum of prosecutions if respect is to be gained and maintained for the system.

118. In addition to enforcement of meter offences, local authorities could themselves prosecute for offences by motorists who fail to comply with restrictions in regard to parts of parking places at which there are no meters, e.g. for parking at what have been called loading gaps, if there were any cases where the police did not undertake this function as described in paragraph 106. A similar procedure for identification and confrontation of the driver would apply, but the offence would be one the proof of which requires no legal presumptions. An attendant finding a car parked in such a place would place a notice on the windscreen to the effect that an offence had been committed, and the driver would be reported in the same way as if his car had overstayed the period during which the excess charge was applicable.

119. It is not necessary similarly to set out the steps necessary in regard to a police prosecution, since these would, saving legislation to effect the Sharpe reforms, follow the ordinary pattern at the present time. In appropriate cases there will still be room for prosecu-

tions for obstruction since nothing in the new Act repeals the existing law as regards obstruction on the highway. On the other hand there will be little or no occasion for such a prosecution, because the offence will also always be an infringement of a statutory provision.

120. Finally the Committee feel bound to say that the whole task of prosecution would have been greatly simplified had the 1956 Act provided, as does most foreign legislation on parking meters, that all parking place offences attach *prima facie* not to the driver but

to the owner of a vehicle. The Committee appreciate that the driver is defined as the driver first leaving the car in the parking place, thus eliminating the very real element of doubt as to who the driver might be if the driver taking the car away were different from the driver leaving it. Nevertheless if the responsibility rested on the owner the procedure for prosecuting would be appreciably simplified. The Committee consider that this should be watched closely in case a change in the law were to prove desirable later, although they realise how repugnant this would be to the British conception of criminal responsibility.

## XII Public Reaction

121. In framing our recommendations we have had constantly in mind the effect which their implementation is likely to have upon the general public. It is clear that a vast number of motorists will be denied their present practice of parking all day in the streets of Inner London and, when faced with this situation, they may complain that no other provision has been made for them. On the other hand, the short term parker will know that provision has been made for him and can hope not to experience the frustration of finding kerbside space occupied by the long term parker. Although foreign experience overwhelmingly demonstrates that the initial adverse reaction of the general public to parking meters does not necessarily last, it is only to be expected that the introduction of parking meters here will at first meet with strong opposition from motorists. The motorist who wishes to park within the time allowed by a parking meter may also resent, perhaps unreasonably, the fact that he cannot use the highway as he wishes and as he wrongly considers he has a right to do.

122. Any adverse reaction of the motorist to the law will be more pronounced against the enforcing authorities or agents. Police history during the present century tells of two distinct phases during which the high esteem in which the public held the police was in jeopardy, firstly, the enforcement of the original 20-mile-an-hour speed limit and, secondly, in the late twenties and thirties, the attempt to keep the streets clear of waiting vehicles at a time when mass production of cars was putting on to the roads a burden for which they had never been designed. In both cases the motoring public, which is now almost synonymous with the general public, talked of "persecution, not prosecution". Since the war, police activity in keeping the streets clear has been rendered less effective than in the pre-war years due to the scarcity of police to enforce the somewhat contentious law of obstruction and also to the greatly increased number of vehicles which cause that obstruction. Police services now are used mainly in those places where it is absolutely essential to keep traffic on the move.

123. The object of a scheme of strictly controlled parking is to aid the movement of traffic in the streets of Inner London. It follows that where meter parking is not allowed, a very high degree of enforcement of waiting restrictions and prohibitions will be required. Responsible officials in other countries with whom we have discussed our problems maintain that it would be impossible adequately to enforce the necessary restrictions and prohibitions in their countries if they had to

rely on our legal procedure and did not have in the ticket system a ready means than we have of bringing to book a very high number of offences. Already since the war the number of prosecutions for parking and allied offences has considerably increased and we must emphasise that, with the implementation of our recommendations, prosecutions for infringement of restrictions and prohibitions in the congested area will inevitably increase greatly.

124. If this assessment is correct, it is logical to conclude that the motorist's feelings against the enforcing authorities are likely to be roused again. We cannot emphasise too strongly the importance of reducing any tendency towards such resentment to a minimum and above all of maintaining the good relations which now exist between the motoring section of the general public and the enforcing authorities, particularly the police.

125. The motorist, however, is not the only person whose reactions to a strictly controlled parking scheme have to be considered. We have already explained (paragraph 50) that experience abroad shows that shopkeepers resent the inauguration of a parking meter scheme, but there is comfort in the knowledge that with experience of them this resentment everywhere turns to requests for the extension of meter schemes. We have also taken into account the needs, and considered the probable reactions of other frontagers—the business and professional man, the hotelier type of frontager and the private resident. Some—but only a few—can be specially catered for on the detailed examination of the problems peculiar to each street, whilst others will derive some benefit from the fact that they will be able to approach their premises with greater facility than at present for the purpose of loading and unloading or of picking up and setting down passengers. In the same way we have acknowledged the present concern of all those who have to collect or deliver goods and we are sure that, if the detail of individual schemes is carefully worked out and there is adequate enforcement, their difficulties should be considerably eased.

126. We have thus tried throughout our recommendations to have proper regard for the needs of the motorist, the carrier and the frontager, so far as is consistent with the maintenance of the freedom of traffic circulation, and we hope that we have made sufficient allowance for the natural, if not always reasonable, sentiments of those concerned.

127. We are unanimous in our recommendation

that everything possible must be done to reduce to the minimum the sense of grievance or resentment referred to above. We feel that a well-timed and intensive programme of propaganda extending over a considerable period and culminating in pronouncements from the highest possible level is essential to this end. We believe that by this means it will be possible to make road users and frontagers alike see the necessity both for the plan itself and for its strict enforcement, and we feel sure that, if this aspect is properly handled, we

can hope, to a measure greater than could be expected in any other country, for a comparatively high standard of self enforcement of the regulations.

128. The motocist must, however, be brought to realise that he must regard paying for parking on or off the street as the normal procedure and that a breach of parking regulations is no mere minor offence, but a serious one which, in the aggregate, may have a crippling effect on the economic life of London.

### XIII Other Matters

129. Throughout this report we have assumed that the basic concepts as to how a parking meter scheme operates are familiar. If, as seems probable, this report is published, we consider it may be helpful to those not hitherto intimately concerned with the passage of the 1956 Act through Parliament and the associated debates, if we append to this report a statement of these basic concepts. The statement (Appendix 8) is based on the material placed before us by the Ministry of Transport and Civil Aviation when we were first appointed, brought up-to-date to allow for the changes made in the Act during its passage through Parliament. It is hoped that it will be convenient both to the Minister and to local authorities inside (and perhaps outside) the Metropolitan Police District to have a statement which, read with this report, will indicate the kind of points on which the Minister will require to be satisfied before he makes a parking place order at the request of a local authority. Not all these matters are obvious from the text of the Act which, for instance, makes no specific reference either to attendants or to loading gags.

130. We strongly recommend that the Minister should take the earliest opportunity after receipt of this report to call a meeting of the representatives of the Inner London local authorities to secure their full co-operation in launching the parking meter experiment. In view of the special problems arising out of enforcement and prosecutions, he might like also to meet the representatives of the outer London boroughs, even if the first experiments are confined to the Inner Area. We consider that the Minister may well find that it would be convenient to him to be advised on these matters by a standing liaison group with the inner and outer boroughs; these would be concerned only with policy, not with individual applications.

131. The Committee have studied the questions referred to them with the utmost endeavour to co-operate with the Minister both in putting into effect the 1956 Act and the Minister's proposals for regulating parking in the streets of Inner London. This report sets out the conclusions to which this study has led them. There are nevertheless members of the Committee who wonder how far prohibitions and restrictions in streets or parts of streets where there are no meters within a controlled zone can be enforced effectively without such a device as the ticket system, a substitute for which has been found for motor offences in the excess charge. The Committee as a whole regret that the 1956 Act goes into so much detail and does not leave the Minister

or local authorities free without procedural complication to experiment in the way which is so important with any new system such as parking meters. The Committee strongly suspect that, if parking meters prove a success, the procedures laid down in the Act and the extent of Parliamentary control will need review very shortly, since they involve a cumbrousness which can do nothing but delay the extension of the system and may render even minor modifications of any parking place order almost impossibly difficult to bring about. Whilst only time can show how parking meters will work in this country the Committee have no hesitation in recommending the courses they have proposed as the best means available in present conditions of tackling the parking problem in accordance with the terms of the 1956 Act.

132. The Committee are under the impression from the Minister's instructions to the Chairman that he envisages this Committee remaining in being to continue its examination of parking schemes and the new concept of parking in Inner London. For that reason we have described this as an interim report and have mentioned several matters to which we propose to give further consideration including the appropriate signs in controlled parking zones and the outer areas where long-term parking might be permitted. We are bound, however, to point out that, now that the 1956 Act is about to come into force, our formal position becomes somewhat anomalous. There is no provision for us to take any part in the procedure carefully laid down in the Third Schedule to the Act where it is clearly envisaged that the supervision of the parking meter system in London should rest with the London and Home Counties Traffic Advisory Committee.

133. We wish in conclusion to record our appreciation of the invaluable help we received from the Councils and their Officers of the Cities and Boroughs which lie within the Inner Area of London. We are most grateful to them for all that they have done to make possible the preparation of this Report and of the detailed plans which accompany it. We have also much appreciated the constructive help we have had from Mr. Chamberlain of the Metropolitan Police and Chief Superintendent Goyder of the City Police.

134. We are also most grateful to the Motor Agents' Association Ltd., and to the West London Motor Traders' Association for the efficient way in which they co-operated with us in undertaking a census of the cars parked off the street in garages. It would have been impossible for us to present a complete picture of the present parking situation without their ready assistance.

135. We are also most grateful for all the help willingly given in Canada to those of our members who visited North America, from which our deliberations have so much benefited.

136. We wish finally to pay a tribute to our Secretary, Mr. P. E. Lazarus, and to our Assistant Secretary, Mr. J. S. Scott. They have both given

invaluable assistance in the course of our many meetings, and in the preparation of this Report, and we are most grateful to them for the ready, helpful and efficient manner in which they have served us.

Signed on behalf of the Committee,

P. E. LAZARUS,  
Secretary.

A. SAMUELS,  
Chairman.

## Part D

### Summary of Principal Conclusions and Recommendations

1. At present some 48,000 private cars are parked at any one time each day in Inner London (50% more than in 1951) of which about 18% park off the highway. Of those parked on the highway, about 65% remain for more than two hours and almost 50% for more than four hours. (Paragraphs 12 and 18.)

2. We have prepared for the whole of the Inner Area of London (except Covent Garden) an outline plan of the streets showing where we think no parking should be allowed, and where we think parking should be allowed on one or both sides. (Paragraphs 23 and 24.)

3. Within this area, we have studied three sample areas in detail, one in Mayfair and two in the City of London, and in these areas we have recommended precisely where parking should be prohibited or restricted and parking meters should be installed. (Paragraph 29.)

4. Fulfilment of our plan would provide parking places for less than 20,000 cars at any one time, so that at least 20,000 cars now parked in the streets would be displaced. (Paragraphs 25 and 49.)

5. We recommend that a start should be made in the north-west corner of the Mayfair area with a zone in which all parking should be controlled either by prohibitions and restrictions or by meters, and that this zone should be extended in the light of experience. We think that in the Inner Area there should be not more than one zone so controlled, at least initially, but we envisage that eventually the zone would be expanded to encompass most, if not all, of the area. (Paragraph 54.)

6. The aim of the controlled parking zone is to secure the free movement of traffic. We attach as much importance, therefore, to the restrictions on waiting as to the facility of parking allowed at meters. (Paragraph 6.)

7. Although we have not made specific recommendations in connection with the sample areas, we think that some prohibitions on loading and unloading, at least during certain hours, will be necessary in them in connection with the introduction of parking meters. Provision is, however, made for gaps between blocks of meters to allow for loading and unloading and picking up and setting down. (Paragraphs 36, 40 and 60.)

8. We recommend that the general times of operation of the controlled parking zone should be 8.30 a.m. to 6.30 p.m., Monday to Friday, i.e. restrictions and prohibitions on parking and parking meters should operate between these hours. Within the eventual zone there must, however, be provision for different hours in special places, for instance in the Soho area. (Paragraphs 57 and 58.)

9. In the sample area at the north-west corner of Mayfair we recommend that parking meters should be set to give two hours for 1/- and one hour for 6d. The standard parking period and the standard charge must be realistic for the locality, and the same figures may not be appropriate everywhere. We do not think that any parking meters in Inner London should be set to give less than half-an-hour or more than two hours. The charges should not be more than at the rate of 1/-

for one hour or less than 6d. for two hours. (Paragraph 64.)

10. The excess period during which parking at meters is to be charged for at a higher rate but is not an offence, should be related to, and probably not exceed, the standard parking period. The additional charge for remaining parked at a meter during the excess period should be 10/- (Paragraph 76.)

11. Consideration might be given to the adoption here of a new type of meter which would measure the duration of the excess as well as the standard parking period. (Paragraphs 78 and 79.)

12. We consider that in the areas in Mayfair and the City of London studied in detail no long term parking should be permitted on any streets forming part of the controlled parking zone. If any areas elsewhere are found where long term parking on the streets can be allowed, the charge should be 7/6d. if the car is left between 8.30 a.m. and noon, 5/- if left between noon and 3 p.m., and 2/6d. if left between 3 p.m. and 6.30 p.m. (Paragraphs 65 and 77.)

13. We have suggested some additional one-way streets to facilitate parking in streets of minor traffic importance. We have not recommended any major changes in the pattern of one-way streets. (Paragraph 33.)

14. We have recommended certain exemptions for the vehicles used by or on behalf of local authorities, statutory undertakers, the post office, furniture removers, and other special categories of road users. These recommendations are incorporated in the sample order at Appendix 7. (Paragraphs 80-87.)

15. We think that some provision should be made for parking scooters and other two-wheeled motor vehicles free of charge on the streets or in mews. (Paragraph 46.)

16. We do not consider that all mews and similar areas can be treated alike and it may be necessary to exclude some from the controlled parking zone. In these cases as an experiment a marked track through the mews should be kept clear of parked cars, there should be no meters, and parking should continue to be governed by the law of obstruction. (Paragraphs 42-44.)

17. We consider that unless enforcement can be kept at a consistently effective level by the police in streets and parts of streets where there are no meters, the system of controlled parking will break down. Effective enforcement at the meters by itself is not enough. (Paragraphs 104 and 105.)

18. Our recommendations would impose an increasingly heavy burden on the police force, which will not have a device such as the excess charge, to reduce the number of prosecutions. We hope that the reforms to legal procedure in guilty-plea cases recommended by the Sharpe Committee, which would lessen the existing burden, can be rapidly implemented. (Paragraph 107.)

19. Every effort must be made to explain to motorists, frontagers and others directly affected, the wider benefits of a strict control of parking, so as to maintain the existing good relations between the

enforcing authorities, especially the police, and the general public despite the stricter enforcement of parking restrictions and prohibitions which will be inevitable. (Paragraph 127.)

20. Judicious use should be made of the new power to remove vehicles which are parked so as to cause obstruction or in breach of any statutory restrictions or prohibitions. (Paragraph 109.)

21. The recruitment of suitable local authority parking meter attendants (men or women) may be a limiting factor in extending the controlled parking zone, but their training for duties at the meters should not present difficulties. Sufficient attendants must be available to ensure adequate supervision of the meters. (Paragraphs 96-98.)

22. We consider that the control of parking is only one of the measures necessary to improve traffic flow in

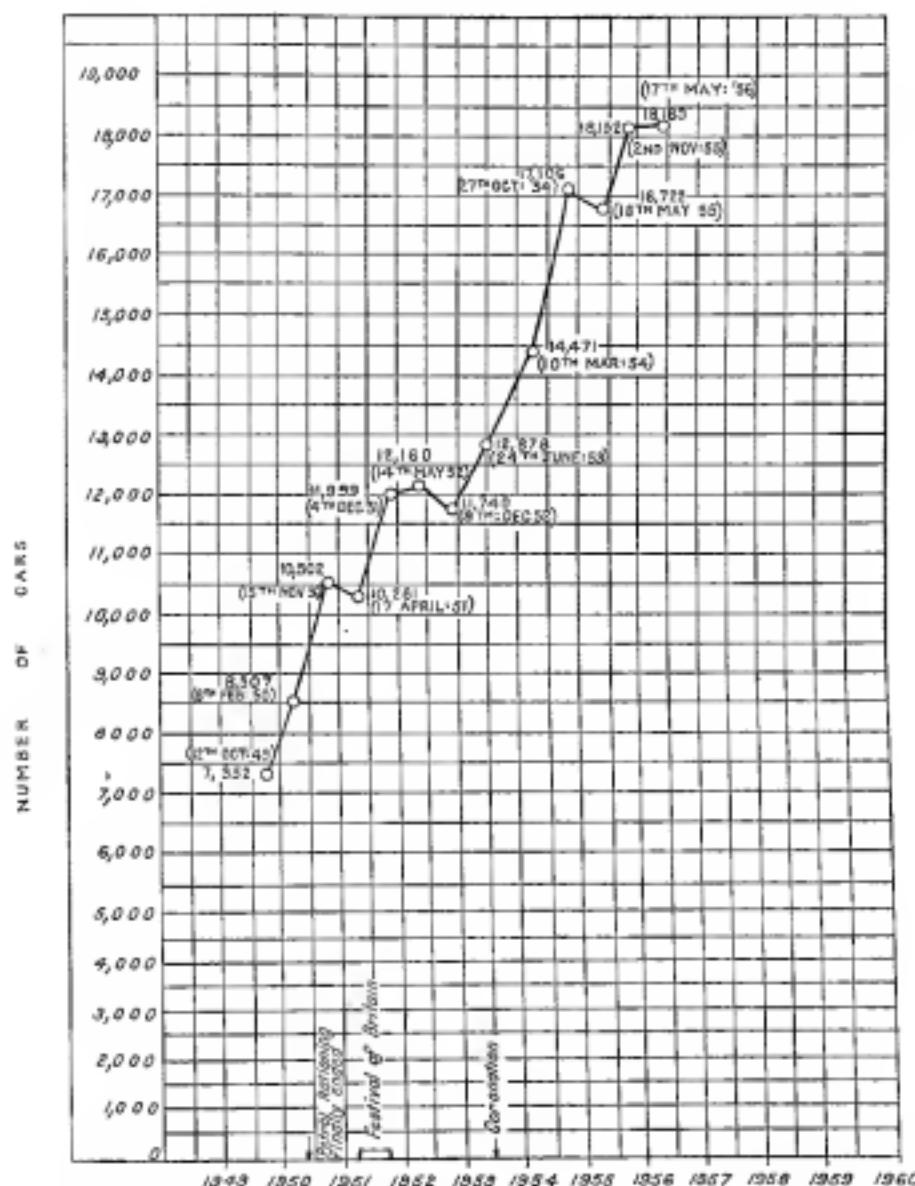
Inner London. Other measures include the provision of public off-street parking accommodation both within and outside the congested area and the inclusion under planning controls of parking accommodation in new development as well as road improvements. (Paragraphs 21, 22 and 66.)

23. When there is more experience in this country of a system of controlled parking, we think that more detailed studies may be necessary to ensure that restrictions are realistic and therefore capable of enforcement. (Paragraph 63.)

24. We propose to examine further the possible provision outside the Inner Area of parking space on the streets for the parking of cars displaced from the centre. We also propose to examine further the methods necessary to indicate to the motorist the restrictions and prohibitions in force in the controlled parking zone. (Paragraphs 68 and 103.)

# Appendix 1

## CITY OF WESTMINSTER



Graph showing number of unattended cars parking on the streets in the city of Westminster (excluding the royal parks) October 1949 to May 1956.

## Appendix 2

### Duration of Parking Figures

1. As described in paragraph 12 of the Report a sample survey of the duration of parking on the streets was carried out in May and June, 1956. The sample taken was  $\frac{1}{12}$ th of the total area covered in the 1951 Survey (see paragraphs 9 and 19) and the totals for the whole area have been obtained by multiplying the sample totals by 16.

2. Table A shows the total number of cars parked during the peak mid-day period from 1.30 p.m. to 2.30 p.m., and the length of time for which they were left. It therefore shows the maximum number of cars parked at any one time.

3. Table B shows the total number of cars parked throughout the course of the day of the survey from 8.30 a.m. to 6.30 p.m. and for how long each was left. It also shows the number of cars which were first parked after 5.30 p.m.

4. Table C shows how many cars were parked at the time of each half-hourly count, and therefore indicates the extent to which the available parking space was occupied at different hours of the day.

5. All three tables are additionally illustrated by graphs.

TABLE A

Total Number of Cars Parked during Peak Hour 1.30 to 2.30 p.m.

Duration of Parking	Up to $\frac{1}{2}$ hr.	3-1 hr.	1-2 hrs.	2-4 hrs.	4-6 hrs.	6-10 hrs.	Over 10 hrs.	Total
Totals	5,840	3,536	5,904	6,048	7,952	12,580	1,344	43,984
Percentages	15.6	8.0	13.5	15.5	18.0	28.6	3.0	100.0

TABLE B

Total Number of Cars Parked for Different Durations

Duration of Parking	Additional Cars Parked								5.30 p.m.- 6 p.m.	6 p.m.- 6.15 p.m.
	Up to $\frac{1}{2}$ hr.	3-1 hr.	1-2 hrs.	2-4 hrs.	4-6 hrs.	6-10 hrs.	Over 10 hrs.	Total		
Totals	50,788	25,872	26,416	19,616	10,048	12,576	1,328	146,624	2,992	4,800
Percentages	36.6	17.7	18.0	13.4	6.8	8.6	0.9	100.0		

TABLE C

Total Number of Cars Parked at each Half Hour

8.30 a.m.- 9 a.m.	9 a.m.- 9.30 a.m.	9.30 a.m.- 10 a.m.	10 a.m.- 10.30 a.m.	10.30 a.m.- 11 a.m.	11 a.m.- 11.30 a.m.	11.30 a.m.- 12 noon	12 noon- 12.30 p.m.	12.30 p.m.- 1 p.m.	1 p.m.- 1.30 p.m.
14,384	19,152	26,512	32,192	34,560	36,308	36,544	36,432	36,480	37,424
1.30 p.m.- 2 p.m.	2 p.m.- 2.30 p.m.	2.30 p.m.- 3 p.m.	3 p.m.- 3.30 p.m.	3.30 p.m.- 4 p.m.	4 p.m.- 4.30 p.m.	4.30 p.m.- 5 p.m.	5 p.m.- 5.30 p.m.	5.30 p.m.- 6 p.m.	6 p.m.- 6.30 p.m.
39,632	38,560	38,976	38,640	36,352	35,300	34,544	33,344	27,584	19,632

TABLE A  
Total Number of Cars  
Parked during Peak Hour  
1.30 to 2.30 p.m.

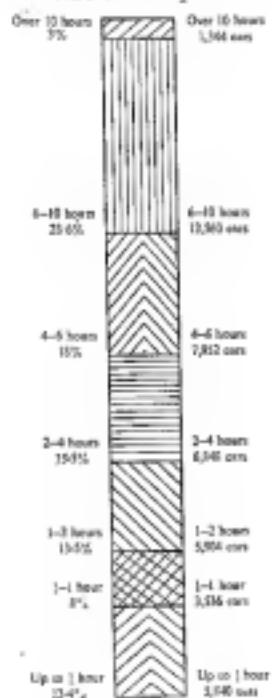


TABLE B  
Total Number of Cars Parked  
for Different Durations

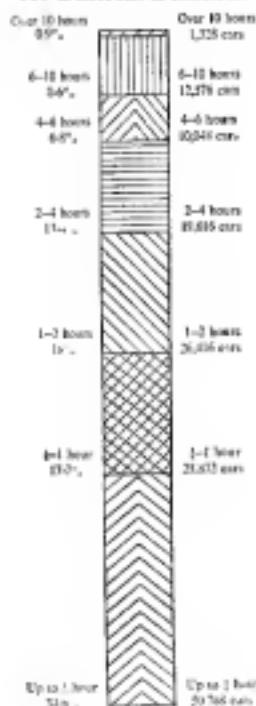
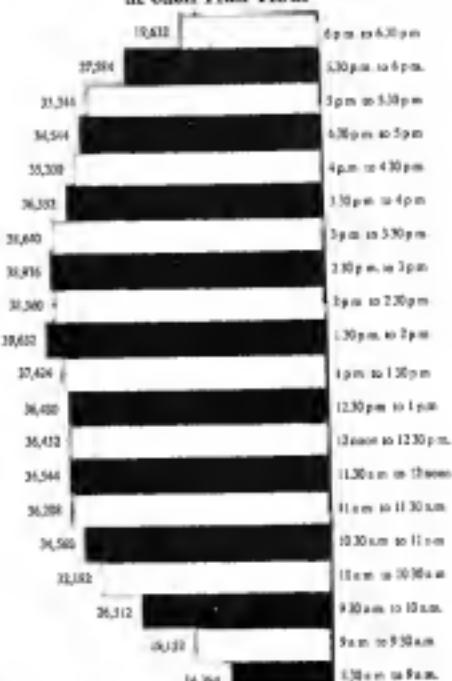


TABLE C  
Total Number of Cars Parked  
at each Half Hour



## Appendix 3

### Notes on Outline Scheme for Whole Inner Area

1. This area is the same area which formed the subject of the Report of the Working Party on Car Parking in the Inner Area of London, 1953.

2. Precise details of where parking will be allowed are not indicated, but the streets which appear suitable for authorised parking are coloured as follows:

Blue: parking one side only.

Yellow: parking both sides.

Green: parking in centre or sides depending on circumstances.

Broken Blue: parking on one side subject to street being made one-way only.

Broken Yellow: parking on both sides subject to street being made one-way working.

3. Streets in which it would appear that parking will have to be prohibited are shaded red, but no details are given of any additional restrictions which may be required, e.g. on loading and unloading.

## Appendix 4

### Notes on the Mayfair Sample Area

1. This area is bounded by Regent Street, Piccadilly, Hamilton Place, Park Lane (which are included in the area) and Oxford Street (which is excluded).

2. The north-west corner of the area (i.e. bounded by Park Lane, Oxford Street, New Bond Street, Grosvenor Street, the south side of Grosvenor Square and Upper Grosvenor Street) is the area recommended

as the first part of the controlled parking zone.

3. At present some 4,500 cars are parked at any one time in this area, and the proposed scheme will permit some 1,800 cars.

4. No provision is made for long term parking on the streets forming part of the zone.

## Appendix 5

### Notes on Sample Area "A" in the City of London

1. This area is bounded by, but excludes, Bishopsgate, Houndsditch, Aldgate, Fenchurch Street and Gracechurch Street. It is a typical area of the City.

2. Proposed parking places are indicated in green, the length of the parking place and the number of cars it will accept are indicated in green figures, while the lengths of loading gaps and clear spaces at intersections are shown in red figures. One-way streets are indicated by red arrows and existing "No Waiting" signs are also marked.

3. The green figures in circles indicate the number of cars which, under the scheme, can be parked at any one time, and the red figures show the approximate number of cars displaced by the scheme. The total of these two figures is therefore the number of cars at present parking in the area.

4. No provision is made for long-term parking on the streets.

5. Generally, a clear space of 20 feet has been left on the approaches to intersections, but in some cases the distance is greater.

6. Lime Street Square, hatched black, is closed for development.

7. In many narrow streets loading and unloading will have to take place on that side of the street only in the loading gaps provided. Details of where and when prohibitions on loading and unloading may be required are not indicated on the plan.

8. Reasons for the choice of loading gaps are briefly noted on the plan at each site.

## Appendix 6

### Notes on Sample Area "B" in the City of London

1. This area is bounded by, but excludes, Fenchurch Street, Moorgate, Princes Street, Cheapside, St. Martin's-le-Grand and Aldersgate Street. It is a typical area in the bomb-devastated part of the City.

2. Proposed parking places are indicated in green, the length of the parking place and the number of cars it will accept are indicated in green figures, while the

lengths of loading gaps and clear spaces at intersections are shown in red figures. One-way streets are indicated by red arrows and existing "No Waiting" signs are also marked.

3. The green figures in circles indicate the number of cars which, under the scheme, can be parked at any one time, and the red figures show the approximate number

of cars displaced by the scheme. The total of these two figures is therefore the number of cars at present parking in the area.

4. No provision is made for long-term parking on the streets.

5. Generally a clear space of 20 feet has been left on the approaches to intersections, but in some cases the distance is greater.

6. Streets which are closed to the public because of bomb damage are hatched black.

7. In many narrow streets loading and unloading will have to take place on that side of the street only in the loading gaps provided. Details of where and when prohibitions on loading and unloading may be required are not indicated on the plan.

8. Reasons for the choice of loading gaps are briefly noted on the plan at each site.

## Appendix 7

### Sample Parking Place Order

Statutory Instruments 195 No. : Road Traffic and Vehicles

The Parking Places (Barchester) Order, 195

Made \_\_\_\_\_ 195

Laid before Parliament \_\_\_\_\_ 195

Coming into Operation \_\_\_\_\_ 195

The Minister of Transport and Civil Aviation (hereinafter referred to as "the Minister") in exercise of the powers conferred upon him by sections 19, 20 and 21 of the Road Traffic Act, 1956, and of all other powers him enabling in that behalf, and on the application of the Council of the City of Barchester, hereby makes the following Order:—

#### Commencement and citation

1. This Order shall come into operation on the day of 195, and may be cited as the Parking Places (Barchester) Order, 195.

#### Interpretation

2. (1) In this Order, except where the context otherwise requires, the following expressions have the meanings hereby respectively assigned to them:—

"Council" means the Council of the City of Barchester;

"cycle parking area" means a space in a parking place provided for the waiting of two-wheeled motor cycles—not having a sidecar attached thereto, the existence of such space being indicated by a traffic sign prescribed by the Traffic Signs (Size, Colour and Type) Regulations, 195, and the limits of such space being indicated on the highway by lines or studs;

"goods vehicle" means a motor vehicle which is constructed or adapted for use for the carriage of goods or burden of any description;

"goods" includes postal packets of any description and "delivering" and "collecting" in relation to any goods includes checking the goods for the purpose of their delivery or collection;

"mammal type" in relation to a parking meter, means that the mechanism contained in the meter is put into operation by the insertion of a coin into the meter and by the manipulation of a handle or other device provided on the meter;

"motor cycle" and "invalid carriage" have the same meanings respectively as in the Road Traffic Act, 1930;

"non-loading area" means a space in a parking place where subject to the provisions of para-

graph (1) of Article 23 of this Order, no vehicle may wait between the hours of 8.30 a.m. and 10 a.m. and 4.30 p.m. and 6.30 p.m. for the purpose of delivering or collecting goods or merchandise or being loaded or unloaded, the existence of such space being indicated by a traffic sign prescribed by the Traffic Signs (Size, Colour and Type) Regulations, 195, and the limits of such space being indicated on the highway by lines or studs;

"parking attendant" means a person authorised by or on behalf of the Council to supervise any parking place designated by this Order;

"parking bay" means a space in a parking place measuring between 15 ft. and 20 ft. in length provided for the leaving of a vehicle, the limits of such space being indicated on the highway by lines or studs;

"parking meter" means an apparatus of the prescribed description;

"passenger vehicle" means a motor vehicle (other than a motor cycle or invalid carriage) constructed solely for the carriage of passengers and their effects and adapted to carry not more than seven passengers exclusive of the driver, and not drawing a trailer nor being a hackney carriage;

"prescribed" means prescribed by the Parking Places (Description of Parking Meters) Order, 195;

"the plan" means the plan marked "Parking Places in Barchester (No. 1) Plan" sealed with the Official Seal of the Minister and deposited at the offices of the Ministry of Transport and Civil Aviation, Berkeley Square House, London, W.1, a certified copy of which has been deposited at the offices of the Council at Barchester City Hall.

(2) The letter "A" in the second column of the Schedule to this Order, in relation to any parking place designated by this Order, means that subject to the provisions of Article 23 of this Order, the parking place may be used for the leaving of only passenger vehicles, motor cycles, or invalid carriages; and the letter "B" in the second column of the said Schedule, in relation to any such parking place means that, subject as aforesaid, the parking place may be used for the leaving of only passenger vehicles, goods vehicles, motor cycles or invalid carriages;

(3) The Interpretation Act, 1889, shall apply to the interpretation of this Order as it applies to the interpretation of an Act of Parliament.

#### *Designation of parking places*

3. (1) Each highway described in column 1 of Part I of the Schedule to this Order and delineated and coloured red on the plan is designated as a parking place which is hereinafter referred to as a "short-term parking place".

(2) Each highway described in column 1 of Part II of the said Schedule and delineated and coloured blue on the plan is designated as a parking place which is hereinafter referred to as a "long-term parking place".

#### *Number and situation of parking bays*

4. The number of parking bays permitted for each short-term parking place or long-term parking place shall not exceed the number specified in column 3 of the Schedule to this Order in relation to that parking place and the situation of such parking bays in so far as they are provided shall be as so specified.

#### *Hours between which vehicles may be left in parking places*

5. Subject to the provisions of this Order, each short-term parking place and each long-term parking place may be used for the leaving of vehicles between the hours of 8.30 a.m. and 6.30 p.m. on any day other than a Sunday.

#### *Amount of initial charge at short-term parking places*

6. (1) The standard period for which a vehicle may be left in a short-term parking place shall be two hours, and subject as hereinafter provided the amount of the charge for a vehicle left in a short-term parking place for a time not exceeding the standard period (hereinafter referred to as "the initial charge") shall be one shilling and shall be payable on the leaving of the vehicle in the short-term parking place by the insertion in a parking meter of a coin of the denomination of one shilling or two coins each of the denomination of sixpence;

Provided that the initial charge for a vehicle left for a time not exceeding one hour shall be sixpence and shall be similarly payable by the insertion in the meter of a coin of the denomination of sixpence.

(2) After the insertion in a parking meter of the manual type of any coin of the said denominations, the handle or other device provided on the meter shall immediately be manipulated.

#### *Amount of excess charge at short-term parking places*

7. (1) If a vehicle is left in a short-term parking place for longer than the period for which payment was made by the initial charge, the amount of the charge shall be the amount of the initial charge together with an additional amount of ten shillings (hereinafter referred to as the "excess charge").

(2) In the case of a vehicle in respect of which an excess charge has been incurred, it shall be the duty of a parking attendant to attach to the vehicle in a conspicuous position a notice which shall include the following particulars:—

(a) the registration mark of the vehicle or, where the vehicle is being used under a trade licence, the number of the trade plate carried by the vehicle;

- (b) a statement that an excess charge of ten shillings has been incurred;
- (c) the time at which he first noticed the parking meter indicated in the prescribed manner the period for which payment was made by the initial charge had expired;
- (d) the manner in which, and the time within which, the excess charge should be paid; and
- (e) a statement that it is an offence under section 22 of the Road Traffic Act, 1956, for the driver of a vehicle who has left the vehicle in a parking place, to fail duly to pay the excess charge.

(3) Where a notice has been attached in accordance with the provisions of the last paragraph to a vehicle no person, not being the driver of the vehicle, shall remove the notice from the vehicle unless authorised to do so by the driver.

#### *Parking meters to be placed at short-term parking places*

8. At each parking bay in a short-term parking place there shall be placed a parking meter for indicating in the prescribed manner, as respects that parking bay, whether the initial charge has been paid and whether the period for which payment was made by the initial charge has expired.

#### *Period for which vehicle may be left after excess charge incurred*

9. (1) The period for which a vehicle may be left in a short-term parking place after the excess charge has been incurred shall not exceed  $x$  hours.\*

(2) If a vehicle is left in a short-term parking place for more than  $x$  hours\* after the excess charge has been incurred, it shall be the duty of a parking attendant to attach to the vehicle in a conspicuous position a notice which shall include the particulars mentioned in sub-paragraph (a) of paragraph (2) of Article 7 of this Order and the following additional particulars:—

- (a) the time at which he first noticed the vehicle had been left in the parking place for more than  $x$  hours\* after the excess charge had been incurred; and
- (b) a statement that it is an offence under section 22 of the Road Traffic Act, 1956, for the driver of a vehicle who has left the vehicle in a parking place to leave the vehicle therein for longer than  $x$  hours\* after the excess charge has been incurred.

(3) Where a notice has been attached in accordance with the provisions of the last paragraph to a vehicle no person, not being the driver of the vehicle, shall remove the notice from the vehicle unless authorised to do so by the driver.

#### *Manner of payment of excess charge*

10. The excess charge shall be paid to the Council either by cheque or postal order which shall be delivered or sent by post so as to reach the offices of that Council at Barchester City Hall, not later than five o'clock on the seventh day following the day on which the excess charge was incurred or in cash in person at the said offices not later than as aforesaid.

#### *Interval before vehicle again to be left*

11. No vehicle which has been taken away from a parking bay in a short-term parking place, after the initial charge has been incurred, shall until the

\* See paragraph 76 of the Report.

expiration of one hour from the time it was taken away again be left in that parking bay.

*Postponement of indication of time after which excess charge is incurred*

12. No person shall, by the insertion of additional coins in a parking meter at a short-term parking place, postpone the indication of the time after which the excess charge is incurred in accordance with Article 7 of this Order.

*Amount of charge at long-term parking places*

13. The amount of the charge for a vehicle left in a long-term parking place at any period

- (a) between 8 a.m. and 12 noon shall be seven shillings and sixpence,
- (b) between 12 noon and 3 p.m. shall be five shillings, or
- (c) between 3 p.m. and 6 p.m. shall be two shillings and sixpence,

irrespective of the time for which the vehicle is left.

*Payment of charge at long-term parking places*

14. The charge mentioned in the last preceding Article shall be paid on the leaving of the vehicle in the long-term parking place to a parking attendant and on the payment of the charge a receipt for the amount thereof shall be obtained by the driver of the vehicle from the attendant.\*

*Manner of standing in parking places*

15. Every vehicle left in a short-term parking place or a long-term parking place and in respect of which a charge has been incurred shall stand—

- (a) unless otherwise specified in the fourth column of the Schedule to this Order with its near side by the kerb and parallel thereto, and
- (b) wholly within a parking bay which in the case of a short-term parking place shall be the appropriate bay in relation to the parking meter in which a coin for the amount of the initial charge has been or should have been inserted.

*Alteration of position of vehicle in parking places*

16. Where any vehicle is standing in either a short-term parking place or a long-term parking place in contravention of the provisions of the last preceding Article, a parking attendant may alter or cause to be altered the position of the vehicle in order that its position shall comply with the relevant provisions of that Article.

*Removal of vehicle from short-term parking places*

17. Where any vehicle left in a short-term parking place has been standing for more than x hours† after the excess charge became payable, a parking attendant may remove or cause to be removed the vehicle from the parking place and, where it is so removed, shall provide for the safe custody of the vehicle.

*Repayment of Council's expenses*

18. Any expenses incurred by the Council under the last preceding Article shall be repaid to the Council by the driver of the vehicle by whom the vehicle was left in the short-term parking place.

*Movement of vehicles in parking places in emergencies*

19. Any duly authorized representative of the Council or a police constable in uniform may move, in case of emergency, to any place he thinks fit vehicles left in a short-term parking place or a long-term parking place.

*Power for Council to suspend parking bays*

20. (1) The Council may suspend the use of any parking bay in a short-term parking place or a long-term parking place whenever they consider such suspension necessary—

- (a) for the purpose of facilitating the movement of traffic or promoting its safety;
- (b) for the purpose of any building operation, demolition or excavation adjacent to the parking place or the maintenance, improvement or reconstruction of the parking place or the laying, erection, alteration, maintenance or repair in or adjacent to the parking place of any sewer or of any main, pipe or apparatus for the supply of gas, water or electricity or of any telegraph or telephone wires, cables, posts or supports;
- (c) on any occasion on which it is likely by reason of some special attraction that any street in their area will be thronged or obstructed; or
- (d) for the convenience of occupiers of premises adjacent to the parking place at times of weddings or funerals.

(2) On any suspension of the use of a parking bay in a short-term parking place in accordance with the provisions of the last paragraph, the Council may temporarily remove any parking meter installed at that parking bay or place over the meter a hood or other device for the purpose of indicating that the use of the bay is suspended.

*Power for police to suspend parking bays*

21. A police constable in uniform may suspend for not longer than twenty-four hours the use of any parking bay in a short-term parking place or a long-term parking place whenever he considers such suspension necessary for the purpose of facilitating the movement of traffic or promoting its safety.

*Restrictions on use of vehicles at parking places*

22. No person shall use any vehicle, while it is standing on a short-term parking place or a long-term parking place, in connection with the sale of any article to any person on or near the parking place or in connection with the selling or offering for sale of his skill in handicraft or his services in any other capacity:

Provided that nothing in this Article shall prevent the sale of goods from a vehicle:—

- (a) if the vehicle is one which may be left in a parking bay in accordance with the provisions of this Order and the goods are immediately delivered at or taken into premises adjacent to the vehicle from which the sale is effected, or
- (b) the vehicle is one to which the provisions of paragraph (b) or (c) of Article 23 of this Order apply.

*Additional vehicles permitted to wait in parking places*

23. (1) Apart from the vehicles which may be left in a short-term parking place or a long-term parking

\* See paragraph 91 of the Report.

† See paragraph 76 of the Report.

place in accordance with paragraph (2) of Article 2 of this Order, any vehicle may wait—

- (a) anywhere in a short-term parking place or a long-term parking place if—
  - (i) the vehicle is waiting only for so long as is necessary to enable a person to board or alight from the vehicle;
  - (ii) the vehicle is waiting owing to the driver being prevented from proceeding by circumstances beyond his control or to it being necessary in order to avoid accident;
  - (iii) the vehicle is a fire engine, an ambulance or a vehicle in the service of a local authority or police force being used as a matter of urgent necessity or in pursuance of their statutory duties in the parking place in which the vehicle is waiting;
  - (iv) the vehicle is waiting for only so long as may be necessary to enable it to be used in connection with the removal of any obstruction to traffic;
  - (v) the vehicle is waiting while postal packets unloaded from the vehicle and bearing addresses in the parking place in which the vehicle is waiting are being delivered;
  - (vi) the vehicle is waiting only for so long as may be necessary to enable it to be used for any purpose specified in sub-paragraph (b) of paragraph (1) of Article 20 of this Order; or
  - (vii) the vehicle is in actual use in connection with the removal of furniture from one office or dwelling house to another except that no vehicle may wait for this purpose in a non-loading area unless a police constable in uniform has so authorised;
- (b) anywhere in a short-term parking place or a long-term parking place other than in a non-loading area if the vehicle is waiting for the purpose of delivering or collecting goods or merchandise or loading or unloading the vehicle at premises adjacent to the parking place in which the vehicle is waiting and the vehicle does not wait for such purpose for more than twenty minutes or for such longer period as a police constable in uniform or a parking attendant may authorise; and
- (c) anywhere in a short-term parking place or a long-term parking place other than in a parking bay, non-loading area or cycle parking area if goods are sold from the vehicle by a person who is licensed by the Council to sell goods from a stationary pitch situated in the parking place.

(2) A two-wheeled motor cycle may wait in a cycle parking area.

#### *Manner of waiting in parking places*

24. (1) A person causing or permitting a vehicle which in accordance with the provisions of sub-paragraph (v), (vi) or (vii) of paragraph (a) of the last preceding Article or the provisions of paragraph (b) or (c) of that Article is permitted to wait in a short-term parking place or a long-term parking place to wait in a parking place shall take all such steps as are necessary to ensure that:

- (a) the vehicle is parallel to the kerb, and
- (b) the vehicle is so placed that the distance between—
  - (i) the edge of the kerb nearest to the vehicle and the nearest front wheel of the vehicle, and
  - (ii) the said edge and nearest rear wheel of the vehicle is in each case not more than eighteen inches.

(2) A person causing or permitting a two-wheeled motor cycle not having a sidecar attached thereto to wait in a cycle parking area shall take all such steps as are necessary to ensure that the cycle is placed at right angles to the kerb.

#### *Exemptions from charges*

25. Every vehicle waiting in a short-term parking place or a long-term parking place in accordance with the provisions of Article 23 of this Order shall be exempt from any charge specified in the foregoing provisions of this Order.

#### *Restrictions on standing in parking places*

26. Except as provided in the foregoing provisions of this Order, the driver of a vehicle shall not cause the vehicle to stand in a short-term parking place or a long-term parking place.

#### *Acquisition of parking meters, etc.*

27. The Council may—

- (a) acquire (whether by purchase or hiring) such number of parking meters as they may consider necessary for use in connection with a short-term parking place;
- (b) install such parking meters at parking bays in a short-term parking place in such positions as they think fit; and
- (c) carry out such other works as are authorised by this Order for the purposes of a short-term parking place or a long-term parking place.

Given under the Official Seal of the Minister of Transport and Civil Aviation this day of

, 195 .

*The Minister of Transport  
and Civil Aviation*

NOTE: This draft Order is an example of the kind of form such an order might take but is not to be treated as a model form, fully approved for general use. It is drafted to deal with the case of a two-hour meter with a half period of one hour at a rate of 6d. for one hour and 1/- for two hours. No provision is made in the Order to allow a driver who has purchased one hour for 6d. to pay subsequently a second 6d. for a second hour. Section 20 of the Road Traffic Act, 1956, provides for such a possibility and its absence from this sample Order should not be taken to prejudice the right of any local authority to include such a provision if they so wish. The Committee have not yet considered these matters.

## SCHEDULE

## Part I: Short-Term Parking Places

Description of highway	Class of vehicle	Maximum number and situation of parking bays	Angle of parking
1	2	3	4
1. Anne Street, between its junction with John Street and its junction with George Street	A	5 on east side 5 on west side	*
2. Norman Street	A	25 on north side 13 on south side between Robert Lane and Robert Street	

## SCHEDULE

## Part II: Long-Term Parking Places

Description of highway	Class of vehicle	Maximum number and situation of parking bays	Angle of parking
1	2	3	4
1. William Street	B	25 on north side 27 on south side	*

\* Insert here the appropriate angle of parking if this is not parallel with the kerb, e.g. "at right-angles to the kerb". If such an insertion is made, an appropriate addition may be necessary in Articles 23 and 24.

## Appendix 8

### Charges for Parking on the Highway and The Parking Meter System

#### *Explanatory Note prepared by the Ministry of Transport and Civil Aviation*

##### *Introduction*

1. The Road Traffic Act, 1956, provides powers by which for the first time charges may be made for parking on the highway and, in particular, they provide the basis for the introduction of parking meters. The language of the law does not always convey easily to the ordinary reader the nature of the system necessary to give effect to it and, without attempting to interpret the law, the Ministry of Transport and Civil Aviation considers that it may be convenient for the purposes of the Committee's Report if they set down in simple language the essentials of what they conceive the law to permit and the kind of way in which they expect the system to operate. A statement of this kind may also help local authorities to frame proposals for charging for parking on the highway in a manner which will simplify the task of the Ministry and the London and Home Counties Traffic Advisory Committee in examining them.

##### *The Powers conferred by the Road Traffic Act, 1956*

2. Sections 19 to 24 of the 1956 Act give power to the Minister, on the application of a local authority or the London County Council, to designate, by order, parking places to be operated by local authorities or the London County Council (in their area) in streets in the Metropolitan Police District and the City of London. Charges for the use of these parking places may be levied by means of parking meters or by attendants. If an application for such an order is not forthcoming, the Minister may himself provide such parking places, for purposes of experiment or demonstration, but any parking place which he provides must either be handed over within three years to the appropriate local authority or the London County Council, as the case may be, or discontinued.

3. The Minister may, by order subject to affirmative resolution of both Houses of Parliament, extend the powers so conferred on local authorities inside the Metropolitan Police District to local authorities elsewhere in England and Wales, and the Secretary of State has similar powers as respects Scotland.

4. Parking places on the highway at which charges may not be made can still be appointed in the London Traffic Area under the London Traffic Act, 1924, and outside it under the Public Health Act, 1925, or, as regards Scotland, under the Road Traffic Act, 1930.

5. The 1956 Act makes provision for two separate types of parking places on the highway at which charges may be made, viz., short term and long term.

##### *Short Term Parking Places*

6. Short term parking places will be the usual type of parking place authorised in built-up areas. They will normally be equipped with parking meters. Where parking on the highway can be authorised, the object of parking meters is to secure the maximum turn-over of vehicles consistent with the reasonable requirements of those wishing to park.

7. The Act provides that there will be a standard period for each parking place and a standard charge for this period. For example, where meters are provided, if the standard period were two hours and the standard charge was 1/-, a motorist could leave his car in the parking place on payment of 1/- into a meter. The Act provides no maximum or minimum either for the standard period or the standard charge, and the amount of either may be related to conditions in the vicinity of the parking place. On or before the expiration of the standard period, whatever it may be, the motorist must remove his vehicle. Failure to do so will result in his incurring a further substantial charge, but will not be an offence. This charge, known as the "excess charge", should be several times the amount of the standard charge and will be payable to the appropriate local authority. The Act again provides no maximum or minimum for the excess charge which may be related to local conditions.

8. If the car remains in the parking place beyond a further specified period after the excess charge has been incurred, an offence will be committed. Any penalty imposed for the offence will be in addition to the payment of the standard charge and the excess charge, but it is hoped that the provision of the "excess charge" will keep to a minimum the number of prosecutions. It will also be an offence to attempt to defer the onset of the excess charge by inserting further coins in the meter, to leave a vehicle in a parking place at a parking meter showing a period of unexpired time without making the prescribed payment, and to fail to pay an excess charge in the time and manner prescribed.

9. In some short term parking places it may be desirable to allow motorists to park for half the standard period on payment of half the standard charge. The Act provides for this possibility. When this is allowed, motorists may also be allowed, within a specified time from the moment they inserted the first payment in the meter, to purchase the remainder of the standard period. These provisions might be useful where there is a demand for very short periods of parking as well as for the full standard period.

10. Where preferred, charges may be made for short term parking on the highway through parking attendants. The system of standard charge (with optional half period) and excess charge applies in precisely the same way, but it may be provided that the standard (and excess) charge shall be paid only when the car is taken away from the parking place.

##### *Long Term Parking Places*

11. Long term parking places on the highway, in the relatively scarce places where they can be permitted, will be entirely different from short term ones. There will be no time limit on waiting and therefore no "excess charge". A motorist who leaves his car before a specified time will pay a flat charge and will not have to remove the vehicle within any specified time.

Although the law permits mechanical devices to be used to collect the charges, the ordinary type of parking meter is not altogether suitable and parking attendants may be found more suitable in this type of parking place.

#### *Incidental Provisions*

12. Parking place orders must lay down the hours, days and, in some cases, seasons, when the parking places operate, as well as the appropriate figures for the standard and excess charges, the amount of time they buy, the point at which further parking becomes an offence, whether a half period shall be allowed, and other such matters. They must also lay down the particulars of how cars should be parked in parking places.

13. In addition to the foregoing matters, a parking place order must deal with various supplementary matters. There may be parts of a parking place at which parking cannot be permitted since the space is deliberately left for loading and unloading of goods vehicles. The need for such spaces will vary widely with the character of the neighbourhood, but in many urban areas it may not be desirable to erect more than five or six meters without such a space between. Again, there may be parts of parking places where loading and unloading cannot be permitted when the parking meters are occupied since otherwise movement through the street would be obstructed, for instance in some narrow streets. In other parking places it might be desirable for the meters to be erected on both sides of the road but to operate only on alternate days. In some cases it may be desirable to institute one-way working in a parking place. All such matters can be dealt with in a parking place order.

14. Parking place orders may also deal with such matters as prohibitions on street trading at the parking place, any exemptions necessary to permit post office deliveries, street works, the movement of heavy loads, fires and other emergencies, and the removal of cars parked too long or abandoned in a parking place. The scope of these additional matters may be very wide and they will not necessarily be the same everywhere; it is not appropriate for this note to attempt to be more precise as to what orders might contain.

15. In addition to the foregoing matters, a parking place order may deal with various supplementary matters such as authorising local authorities (and, where appropriate, the Minister) to erect the associated signs (the size, colour and type of which the Minister will prescribe) and carry out other works in connection with parking places.

#### *Matters the Minister must consider*

16. The provisions of the Road Traffic Act require the Minister, before making an order designating parking places, to consider both the interests of traffic and those of the owners and occupiers of adjoining property, and in particular the matters to which he shall have regard are to include:

- the need for maintaining the free movement of traffic;
- the need for maintaining reasonable access to premises; and
- the extent to which parking accommodation otherwise than on highways is available in the neighbourhood or the provision thereof is likely to be encouraged there by the designation of parking places under the Act.

It is essential that in the presentation to the Minister of a proposal for a parking place order, the local authority should provide the Minister with material to satisfy himself on these points.

17. It must be emphasised that the primary purpose of charging for parking on the highway is to control parking by private cars, so that parking is permitted only in places where it will not obstruct the free movement of traffic. Since the majority of parking places are likely to be for short term parking, it is envisaged that parking meters will increase the turnover of vehicles in these places so as to enable the maximum number of cars to make use for a reasonable period of the limited space available. In view of the matters to which the Minister is required to have regard before making any parking place order, it is essential that parking places be introduced as part of a comprehensive parking scheme in an area, which might include such other elements as "No Waiting" regulations, one-way streets, etc., in addition to proposals for the provision of off-street parking facilities. Without adequate waiting restrictions on the neighbouring roads beyond the places where parking meters are installed, parking meters could intensify the congestion there. It will not be necessary for all these matters to be dealt with in the parking place order itself, but it will be essential for the Minister to be fully informed on them.

18. The extent to which any parking meter scheme may interfere with access to premises or create difficulties over loading and unloading is bound to be an important consideration when proposals are considered. By laying down the procedure to be followed by local authorities (see below) the Act ensures that the Minister will not be ignorant of the views of those affected before he makes any order.

19. It is an essential feature of any scheme of charging for parking on the highway that, if off-street parking facilities are not available, they will be provided in due course with the assistance of the revenue from parking places, which may only be devoted to provision and maintenance of off-street parking facilities. Local authorities should not overlook the importance which is likely to be attached to this factor. Although parking meters are primarily a method of traffic control and not a means of earning revenue, the levying of charges is a fundamental part of any scheme because the charges are an incentive to keep parking requirements to a minimum. If the Minister feels it necessary to conduct any schemes of his own, he too will have regard to all the foregoing considerations.

#### *Procedure to be followed by a local authority*

20. Before a local authority applies to the Minister for an order to be made under the Act designating parking places, they must consult the chief officer of police, and it will be as well that he should also be consulted on the comprehensive parking scheme referred to above.

21. On applying for an order, the local authority must publish in the London Gazette and in at least one local newspaper an advertisement which:

- sets out the general effect of the proposed order and gives the whereabouts of the site, the classes of vehicles which will be able to use it, the charges proposed, and the times of operation;
- specifies where a copy of the proposed order and a plan showing the location of the parking

place may be inspected and at what times the order and plan may be inspected;

(c) states that any persons wishing to object to the making of the order may do so by sending to the Minister within a specified period notice in writing giving grounds for their objections.

22. In addition to the requirements set out in paragraph 21, the local authority are required to take such other steps as appear to them to be reasonably practicable to bring these matters specifically to the attention of persons likely to be specially affected by the proposals as occupiers of land adjacent to the proposed parking places. How they do this is left to the discretion of the local authority, but it could probably be best achieved by a door to door delivery or by posting notices to each resident in the street.

23. In central London it will be desirable for local authorities to consult together about their proposals to ensure co-ordination of schemes and, within reasonable limits, uniformity of methods.

24. Once an application for parking places has been made to the Minister and the period for making objections has expired, the procedure will be as follows:

*Inside the London Traffic Area.* The Minister must refer the application to the London and Home Counties Traffic Advisory Committee together with any objections received. The Committee will consider the matter and, if they think fit, hold a public inquiry, and submit their report and advice to the Minister, who will then consider them, and may make the order with or without such modifications as he thinks fit. If the local authority applying for the order are not the highway authority, he may not make the order without the consent of the latter.

*Outside the London Traffic Area.* The Minister must consider the application and any objections received, and may hold a public inquiry. He may then make an order, with or without such modifications as he thinks fit, but he must obtain the consent of the highway authority if they are not the authority applying for the order.

#### Parking Meters

25. There are two main components of a parking meter. Firstly, there is the clockwork device which measures the passage of time and indicates when a parking period has expired, and secondly, the casing in which the clockwork is housed; there is also the post on which rest the casing and clockwork. The whole apparatus stands about 3½ to 5 feet high.

26. On the ordinary type of meter there is a dial on the face of the meter bearing a time scale, and the insertion of a coin in the slot provided (accompanied in some cases by the moving of a lever—see next paragraph) sets the mechanism working. A needle then moves across the time scale until the period of time paid for by the coin is completed, when a flag or other indication will appear on or above the face of the meter showing that this time has expired. The meter will not, however, record the actual time of day when a particular parking period begins or ends.

27. Parking meters are generally of two types; automatic and manual. Automatic meters are wound at intervals by an employee of the parking authority and operate automatically on the insertion of a coin. The manual type must be set in operation by the

motorist on each occasion he inserts a coin, by moving a lever or handle.

28. Some types of apparatus have two separate meters on each post, thereby halving the number of posts required, but their operation is the same as that of a single meter equipment.

29. In addition to the obvious requirements such as weather-proofing, safekeeping of coins inserted, and rejection of foreign coins, etc. any parking meters installed will have to satisfy certain requirements as to matters such as accuracy and ability to distinguish between, e.g., the 6d. which will pay for a given period and the 1s. which will pay for twice as long, and the rejection of spurious coins. These requirements, together with others relating to the periodic checking or testing of meters, will be laid down in regulations made by the Minister.

30. The conventional parking meter is not designed for use in long term parking places, as they are provided for in the Act, since there is no need to record the termination of the parking period for which payment has been made. In these cases it may prove simpler to employ attendants, but it may prove feasible to evolve a simplified meter which merely records that the appropriate payment has been made.

#### Attendants

31. Responsibility for enforcing regulations in parking places designated under the Act will rest with the appropriate local authority, and it is envisaged that they will employ parking attendants for this purpose. With the possible exception of matters dealt with in paragraph 34 below, the police will not concern themselves with the enforcement of the provisions of parking meter orders or the collection of parking charges.

32. The main task of these local authority attendants will be to keep under observation a given number of parking meters. They will look out for and report any infringement of the provisions of the order regulating the parking place and will report to their headquarters any meters found to be defective. A suggested procedure might be as follows in short term parking places. When an attendant sees that a meter is showing a "time expired" indication and that there is still a car there, he will note the particulars of the car in a notebook and will also place on the car's windscreen a notice informing the motorist that he has incurred an excess charge, the time at which the attendant saw the "time expired" indication and details about where and when the excess charge should be paid. If the attendant subsequently finds that a car to which he has attached one of these notices is still there after the period covered by the excess charge has elapsed, he will note the fact in the notebook and will also place on the car's windscreen a second notice informing the driver that the vehicle has been left in the parking place for longer than the maximum period permitted and that an offence has therefore been committed. This note will also give the time at which the attendant saw that an offence had been committed. The attendants can submit their reports once or twice a day to enable the authority to take the necessary action.

33. In the procedure indicated in the preceding paragraph, the attendant would not be responsible for collecting any money from motorists and he would not have any responsibility for interviewing motorists or obtaining information from them. It may well be that, as in many cities in America, the attendants should be

provided with bicycles or motor scooters to enable them to supervise efficiently a reasonable number of meters. Where parking meters are not used the procedure would be simpler, but the number of sites an attendant could supervise effectively would be very limited.

34. If a parking place consists not only of metered parking spaces, but also of sections where loading and unloading are allowed or where no waiting whatsoever is allowed, the attendant may also be responsible for supervising these areas to see that the regulations are observed, but it will be a matter of arrangement between the local authority and the relevant police force, in regard to such parts of parking places, where the borderline should be drawn between the respective functions of the local authority attendants and the police. The police will, of course, be completely responsible for the enforcement of waiting restrictions outside the parking places, which may form part of the same comprehensive parking plan.

35. The procedure to be followed in long term parking places will necessarily be different from the foregoing outline. For one thing, it may well be necessary for the attendant to collect the charge from motorists and to issue a receipt, but he will not require

to report motorists for overstaying their time as this does not occur in such parking places.

36. It will be obvious from all this that the attendants will have to be recruited from persons with a high standard of integrity and a degree of intelligence. In particular it will be necessary for attendants to attend in court from time to time for the purpose of giving evidence. Local authorities will no doubt wish to consider in consultation with one another the scales of remuneration required to attract the right type of person into this employment.

#### *Authority to Act*

37. The parking place orders will be so framed as to give local authorities powers to acquire and install parking meters, whether by purchase or hiring, or a combination, to pay for the lighting and signing of the parking places and the execution of work on or in the vicinity of a parking place. It would appear that, until such an order is made, including the necessary words, local authorities do not have the power to enter into contracts to acquire parking meters or pay for incidental work. A council which desires to introduce parking meters must, therefore, await the making of the necessary order by the Minister before entering into any binding contracts in the matter.